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newark

a demonstration grant project

*Central Planning Bd.
Newark Urban Renewal Plan*

preface

Newark, New Jersey is currently engaged in extensive urban renewal activities which are designed to revitalize and rebuild deteriorated and blighted areas.

We recognize the fact that, although basic principles inherent to sound planning are common to all renewal programs, each city has specific problems and objectives that are peculiar to that specific area. Moreover, since cities are what men make them, a successful renewal program must be fundamentally sound and logically executed. Urban renewal is but one facet in the development of the American City. It must be attuned to the improvement in the administration of good local government and, of necessity, it must be designed to blend the current fiscal policy and the long-range financial philosophy of the municipal agencies within the framework of the total city development.

Urban renewal is not merely the demolition or erection of buildings; nor is it only the correlation of architectural design with financial policies of municipal government. Emphasis must be placed on the fact that progress cannot be measured by the tons of "brick and mortar" which may be thrown together with reckless abandon. Rather, urban development is the expression of the needs, dreams, and aspirations of the people for whom the ideas are conceived. These needs, dreams, and aspirations are dynamic; consequently, a total analysis of the renewal potential of the community reveals the necessity of a continuing, yet flexible, progressive program that is adjustable and compatible to the over-all community Master Plan.

The concept of urban renewal comprises three basic elements:

1. Redevelopment — the clearing and reuse of land.
2. Rehabilitation — repairing, refurbishing, remodeling and/or minimal replacing of buildings to insure continued use.
3. Conservation — the preservation and protection of structures and areas which are in acceptable or good condition.

Each of these elements, or any combination, may be employed in any particular project. The characteristics of its areas and populace, together with long range objectives and available funds, will determine which of these elements can be most effectively utilized. Renewal, as envisioned in this study, encourages the continual revitalization of not only the completely worn out portion of our cities but all elements of the urban structure. It must be borne in mind, however, that although renewal projects are developed on an individual basis, the planning, administration, and execution of each project must be in harmony with its surrounding environment and must become an integral part of the larger community. Such an approach can only be achieved through a thorough analysis of renewal needs within a community, projected on a continuing basis within the context of the over-all community Master Plan.

The building and rebuilding of cities is a cooperative enterprise of public and private interests that represents the investment of public and private funds. In order to implement a realistic and effective renewal program, it is imperative that the Master Plan include remedies and improvements of land-use patterns, provisions for adequate circulation systems, procedures for effectuation, needs of relocation, and measures for financial stability. The entire program must be geared simultaneously to physical improvements and to the problems of social adjustment, all within human possibilities, comprehension, and scale.

This study and proposed continuing ten-year renewal program demonstrates how the concept of renewal for the entire City can be developed. We do not mean to imply that our study method is the only way to achieve a total community renewal program. We have diagnosed the ills and prescribed therapy for one particular city. In the process, however, we have examined the elements of a continuing city-wide renewal program, prepared a comprehensive statement of needs, developed and applied criteria, demonstrated the methodology used, and proposed a definite community renewal program for action.

This kind of approach in depth represents the culmination of a development that is common to many urban communities throughout the country. Beginning generally with an haphazard notion about renewal needs and plans, communities then have undertaken some basic but simple inventory and thinking in compliance with the Programs for Community Improvement. They are now prepared, however, to examine and act upon their renewal needs much more intensively. As this Demonstration Study makes clear, such a long range evaluation is no longer a luxury. At the highest governmental levels the intense concern about major urban problems and the introduction of Community Renewal Programs to define over-all, long-term renewal objectives makes this Demonstration Study particularly germane.

Many persons have contributed time, talent, and advice to the formation of the proposed continuing plan. We sincerely appreciate their assistance without which this study would not have been possible.

We, in Newark, hope that this final report will be of assistance to other municipalities who are undertaking an analysis of their total renewal needs. We further believe that, when this program is adopted by the Newark Central Planning Board and annually updated, it will serve as an effective guide for the future development of this City.

Raymond P. Stabile
Chairman, N.C.P.B.

George H. F. Oberlander
City Planning Officer

Newark, New Jersey, 1961

contents

preface	4
----------------------	----------

purpose and program of demonstration grant	7
a renewal prototype—the major conclusions and proposals drawn from newark's experience	

findings and recommendations	8
---	----------

part I principal elements

▶ 1 delineation of urban renewal areas	12
clearance, rehabilitation, and conservation identified for all of newark . . . criteria, techniques, and magnitude	

▶ 2 scope and cost of initial ten-year urban renewal plan	19
a continuing ten-year program affecting all aspects of newark's growth and development	

▶ 3 industrial renewal—possibilities and programs	29
a long overdue program that examines the needs of newark's industrial areas	

▶ 4 the impact of residential relocation	39
planning for families directly affected by all phases of the renewal program	

▶ 5 a system of renewal priorities	46
proper timing and scheduling of renewal programs is a big factor in the ten-year effort	

▶ 6 annual review and updating	50
a yearly projection for the following ten years	

▶ 7 renewal incentives	53
a program to stimulate new middle income housing and neighborhood rehabilitation in newark	

part II community elements

▶ 8 upgrading newark's communities	68
identifying the major renewal possibilities in each neighborhood and proposing tentative solutions	

newark core	70
--------------------------	-----------

belmont	79
----------------------	-----------

west market	82
--------------------------	-----------

newark north	84
---------------------------	-----------

the ironbound	89
----------------------------	-----------

hayes circle south	94
---------------------------------	-----------

roseville	96
------------------------	-----------

west side	100
------------------------	------------

vailsburg	103
------------------------	------------

dayton	106
---------------------	------------

weequahic	108
------------------------	------------

clinton hill	111
---------------------------	------------

part III methods and techniques

▶ 9 criteria for the delineation of residential renewal areas	118
--	------------

▶ 10 development of criteria and penalty system for non-residential areas	131
--	------------

▶ 11 aesthetic and architectural considerations	135
--	------------

appendix tables	138
------------------------------	------------

maps and plans

generalized industrial and residential condition	15
residential condition—1947 master plan	17
renewal treatment required	27
industrial construction, 1950-60 and proposed industrial renewal areas	37
estimated relocation families—next decade, by community	40
present residence of relocated families	41
renewal project priorities	49
the “before” and “after” of a block modernization	61-62
rehabilitation to and above building, housing, and health code standards	63
net residential density, generalized by block—1957	69
newark core—generalized existing land use	71
proposed land use	71
generalized structural condition	72
halsey street mall	75
civic center	77
belmont—generalized existing land use	80
proposed land use	80
west market—generalized existing land use	83
newark north—generalized existing land use	85
proposed land use	85
bloomfield-broadway area	85
suggested treatment-cathedral-barringer high school area	87
the ironbound—generalized existing land use	90
southwest ironbound—proposed land use	90
plan of residential separation from industrial area	92
hayes circle south—generalized existing land use	95
proposed land use	95
roseville—generalized existing land use	97
zoning and non-conforming uses	97
east-west freeway area—proposed land use	101
west side—generalized existing land use	101
generalized structural condition	101
fairmount area—proposed land use	101
vailsburg—generalized existing land use	104
zoning and non-conforming uses	104
dayton—generalized existing land use	107
weequahic—generalized existing land use	109
proposed land use	109
clinton hill—generalized existing land use	112
proposed land use	112
clinton avenue—south 10th street area	114
peripheral conditions analysis—the ironbound	134
suggested recreation use of small vacant lots	136
use of street areas	137

TABLES

1 POPULATION AND HOUSING INVENTORY IN RESIDENTIAL CLEARANCE, REHABILITATION, AND CONSERVATION AREAS IN NEWARK—1957	14
2 INDUSTRIAL BLOCK CLASSIFICATIONS	16
3 EXISTING SITE CHARACTERISTICS AND ESTIMATED COSTS—CURRENT URBAN RENEWAL PROJECTS—1961	20
4 CHARACTERISTICS AND ESTIMATED COSTS OF PROPOSED URBAN RENEWAL PROJECTS—1961	22
5 ESTIMATED VOLUME OF ROUTINE HOUSING CODE INSPECTIONS IN A TEN-YEAR “CYCLE” SYSTEM	25
6 A TEN-YEAR CAPITAL PROGRAM REFLECTING ESTIMATED RENEWAL COSTS—1961-1971	28
7 NUMBER OF INDUSTRIAL STRUCTURES, LAND COVERAGE AND VALUE, BY INDUSTRIAL DISTRICTS IN NEWARK, 1957	29
8 STRUCTURAL CONDITIONS OF INDUSTRIAL BUILDINGS IN NEWARK BY BLOCK AVERAGES—1957	30
9 NUMBER AND ESTIMATED SQUARE FEET OF INDUSTRIAL BUILDINGS CONSTRUCTED IN NEWARK—1950-1960	31
10 EMPLOYMENT AND FLOOR SPACE—UTILIZATION OF A SAMPLE OF INDUSTRIAL FIRMS IN THE C.B.D.—1960	33
11 YEARLY RENTAL PER SQUARE FOOT OF FLOOR SPACE OF A SAMPLE OF INDUSTRIAL FIRMS IN THE C.B.D.—1960	33
12 LAND UTILIZATION AND TYPES OF STRUCTURES IN SECTION C OF THE IRONBOUND-SOUTHWEST PROJECT AREA	35
13 ESTIMATED NUMBER OF FAMILIES TO BE RELOCATED BY REASON OF RELOCATION, 1961-1971	39
14 INCOME DISTRIBUTION OF A SAMPLE OF FAMILIES IN THE CENTRAL AREA OF NEWARK—1958	42
15 ESTIMATED INCOME DISTRIBUTION OF FAMILIES WHO MAY BE RELOCATED BETWEEN 1961 AND 1971	43
16 PHASED RENEWAL SEQUENCE: CLEARANCE, REHABILITATION, AND CONSERVATION AREAS	47
17 RECOMMENDED TEN-YEAR PRIORITY FOR RENEWAL PLANS AND PROGRAMS, 1961-1971	47
18 PHASED SEQUENCE FOR HOUSING AND ZONE CODE INSPECTION PROGRAM	48
19 MORTGAGE FINANCING TERMS	56
20 DISTRIBUTION OF COMPOSITE HOUSING CONDITION INDEX SCORE, BY BLOCK, CITY OF NEWARK	120
21 WEIGHTED PENALTY SCORING INDEX FOR RESIDENTIAL DETERIORATION OR BLIGHT IN INDIVIDUAL STRUCTURES, CITY OF NEWARK	127
22 WEIGHTED PENALTY INDEX FOR SCORING RESIDENTIAL DETERIORATION OR BLIGHT WITHIN BLOCKS, CITY OF NEWARK	128
23 COMPARATIVE ANALYSIS OF THIRTY SAMPLE BLOCKS BY WEIGHTED PENALTY SCORING INDEX AND FIELD TESTING	129
24 DISTRIBUTION OF WEIGHTED PENALTY INDEX SCORES, BY PREDOMINANTLY RESIDENTIAL BLOCKS OF NEWARK	130

purpose and program of demonstration grant . . .

a renewal prototype - the major conclusions and proposals drawn from newark's experience

This Demonstration Grant Study has had two basic goals: to develop methods, techniques, and criteria necessary in the delineation of renewal areas; and to formulate a continuing ten-year program for total city renewal. Both objectives are designed to enable communities throughout the country to understand and counteract urban blight and deterioration on a broader basis.

In greater detail, the purpose of the Demonstration Study can be stated as follows:

- a. To develop criteria for the delineation of urban renewal areas and to determine in each area whether the most appropriate type of action, corrective or preventive, should be predominantly clearance, rehabilitation, or conservation.
- b. To apply the criteria thus developed to the entire City in order to determine areas of residential, commercial, industrial, public, and institutional renewal.
- c. To develop a program of administrative action necessary to achieve renewal in a ten-year period involving: code enforcement and structural rehabilitation, participation of neighborhood and community organizations, traffic regulation, stimulation of private housing investment, coordination with related housing programs, elimination of non-conforming uses, and the taking of other pertinent administrative measures.
- d. To determine the cost of carrying out, and the priority of the ten-year renewal program, such findings to be based generally on the proposals of the City's Capital Improvement Program.
- e. To develop recommendations for workable procedures and organization in order to review and up-date annually the administrative procedures under (c) and the schedule of costs and priorities under (d).
- f. To analyze the impact of renewal relocation on the availability of housing in Newark and to suggest a timing of construction

and rehabilitation which will minimize the harmful effects of large scale relocation.

- g. To develop a generalized plan (including land use, public improvements, finance, and relocation) for all delineated renewal areas which will be completed by the end of the ten-year period.

The Final Report incorporates the findings and conclusions of the entire Demonstration Study. It is divided into three parts:

- I. Principal Elements of a Continuing 10-Year Renewal Program
- II. Community Elements . . .
- III. Methods and Techniques . . .

Part I develops and discusses the major city-wide elements of a continuing renewal program. These include the delineation of current and proposed renewal project areas, an estimate of the scope and cost of urban renewal, the impact of family relocation, a system of renewal priorities, an evaluation of an annual review and up-dating procedure, and a discussion of and recommendations for stimulating private and cooperative investment in renewal action.

Part II examines the renewal needs of each one of Newark's 13 communities and identifies its major developmental problems. It also presents preliminary generalized land re-uses suitable for each community.

Part III presents the techniques developed to identify, measure, and delineate renewal areas. It includes a detailed discussion of the nature of the structural data used in this study and the methodology employed in developing measurements of clearance, rehabilitation, and conservation for structures and areas. This part also includes a technique to measure the impact of industrial uses on adjacent residential areas and a number of illustrations of the use of small vacant lots for play and recreation purposes.

This Study embodies the experience and knowledge gained from an extensive analysis of Newark's renewal problems. It is hoped that the data presented here will be of practical use to other communities facing similar situations.

findings and recommendations . . .

This Demonstration Study is centered around the techniques for renewal and their application to the entire City. It developed many new insights into the critical problem of urban renewal, and in turn, made possible the development of a sounder program with which to guide urban communities in their renewal tasks during the next decades. The findings and recommendations listed below represent a synthesis of the most important conclusions reached in this Study.

general findings

1. Information contained in the property records of many cities can be very useful in delineating the nature of necessary renewal treatment. This is particularly true of depreciation and obsolescence information for each structure. These were the principal, though not the only, criteria for defining the kind of renewal treatment necessary in all residential, commercial, and industrial areas of the City.

2. Housing, health, and zoning code enforcement should become a regular and consistent tool for effectuating the 10-year renewal plan and program throughout the City. Basically, the need is to shift the code enforcement emphasis from clearance areas to rehabilitation and conservation sections of the City. A system of housing and health code inspections incorporating this concept into a 10-year "cycle" is presented in this Demonstration Study. In addition, an annual review for frequent strengthening of all codes should become a key factor in the renewal program.

3. In the light of a long-term renewal program for the entire City, it is vitally important to establish a schedule of priorities. Without it, no effort of this magnitude can reasonably hope to succeed. The underlying criterion for such a priority system is the need to "balance" clearance activity with those projects essentially rehabilitation and conservation in nature. A proper balance of these renewal activities can help soften the impact of tenant mobility and neighborhood deterioration. It can also spread renewal costs over a more manageable period of time. Other important elements in the priority scheme are the timing of renewal project areas with proposed highway construction within the City, the scheduling of code enforcement programs, the rate of Federal financial grants and reservations, and the need to minimize the disruption of city services caused by widespread, simultaneous construction activities.

4. Once instituted, the 10-year renewal program will need a continual process of stock taking and review. The most significant areas of concern are population and economic trends, an up-to-date land use and housing inventory, a continuing evaluation of acquisition costs, capital expenditures, and revenue, and a program review. The latter

will evaluate annually the progress of all aspects of the renewal program, determine its effectiveness, and propose changes. In the case of Newark, this program review, as well as the overall direction and policy determination for the 10-year program, should be vested in the Urban Renewal Policy Coordinating Committee appointed by the Mayor.

5. Because of capital budget limitations, the City's share of the renewal costs should be tied very closely to the items in this budget. A continuous effort should be made to have all capital construction items qualify for the City's non-cash share of the 10-year program.

findings applicable to newark

1. Twenty-three per cent of all dwelling units in the City of Newark are in "clearance" blocks where the extent of blight leaves no alternative but demolition; about 31 per cent are in "rehabilitation" blocks where the structures will need a variety of internal and external repairs in order to prevent a further decline into the slum category; the remaining 46 per cent are in average or better-than-average blocks, and, comprising the largest portion of the City, generally are located furthest from its center. Their good residential qualities need to be protected and conserved.

2. Much of the City's industrial stock is old, and 74 industrial blocks, or 18 per cent of the total, are in the "clearance" category. A much larger number, 54 per cent, call for a program of internal and environmental rehabilitation in order to maintain their economic and structural usefulness. Although significant pockets of industrial blight exist, approximately five million square feet of new industrial floor space have been added in Newark during the past decade. The program of industrial renewal and rehabilitation recommended in this Demonstration Study will improve the quality of the City's factory and warehouse stock, eliminate industrial slum areas, and strengthen its economic, industrial, and employment base.

3. The 10-year residential, commercial, and industrial renewal program for the City will cost an estimated \$232 million. Of this, \$136 million represent public outlays for acquiring and developing the sites of 11 renewal projects currently in planning and execution, \$49 million are for proposed renewal projects, and the balance to acquire half of the remaining slum blocks (pre-clearance) in the downtown area. The City's one third share of these total estimated expenditures will amount to \$77 million. This is less than \$20 annually for every Newark resident for the next ten-year period.

4. The 11 renewal projects, currently in various stages of planning and execution, represent a vast renewal undertaking around the central core of the City. By 1971, about 530 acres of predominantly slum areas

and deteriorated areas of mixed uses will have been redeveloped for middle and upper income housing, stores, office buildings, hotels, universities, and planned industrial parks. A "loop" system of limited access highways tied to the major New Jersey east-west approaches is proposed to speed and facilitate movement to and through the central area of Newark.

5. Five proposed renewal project areas have been delineated by this Demonstration Study. Essentially non-clearance in character, the principal emphasis is on neighborhood rehabilitation and conservation. Renewal costs in these areas should be shared by the Federal and City governments on a two-thirds, one-third basis. Although a section of the Ironbound-Southwest area is recommended for industrial re-use, residential re-uses will be predominant in these project areas. Two additional "non-assisted" project areas have been delineated, the cost of which would be borne by the City alone.

6. Although they have common problems, Newark's 13 communities will require a great variety of renewal treatments. The problems most frequently encountered are aging neighborhoods, excessive land coverage, lack of open space, crippling, incompatible land use and other varieties of non-conforming uses, excessive vehicular traffic, and the need for a more realistic zoning pattern. Because of age and advanced deterioration, the Newark Core community will experience the most major changes in its residential, commercial, and transit features in the next 10 years.

7. Two main approaches towards industrial development and renewal are clearly indicated by this Demonstration Study. The first involves the clearance of industrial blight and deterioration which has developed in a number of areas of the City. The second calls for industrial construction on vacant land, mainly in the Meadowlands. A new industrial park has been proposed for the Central Ward (Light Industrial) area and this Study recommends another such development in the southwestern portion of The Ironbound.

8. Much of the 2,500 acres of the essentially vacant Meadowlands can be prepared for industrial uses, according to preliminary engineering and soil studies. The economic, financial, and transportation implications to the City of such a development are vast. In the immediate future, the tempo of the necessary preliminary planning, market, and other studies should be sharply increased, so that actual industrial development may proceed in the next few years.

9. During the next decade, approximately 31,000 families will be displaced from current renewal project sites, proposed sites, highway rights-of-way, and for other public purposes. These families represent about one-fourth of the City's total population and are mainly in the

lower economic groups. In order to provide decent and adequate housing for them, the City must stimulate and encourage maximum programs of rehabilitation and conservation as well as the construction of new middle income and low rent relocation developments. Industrial and commercial relocation also presents a significant challenge since a substantial number of business firms are now on sites scheduled for clearance in the next 10 years.

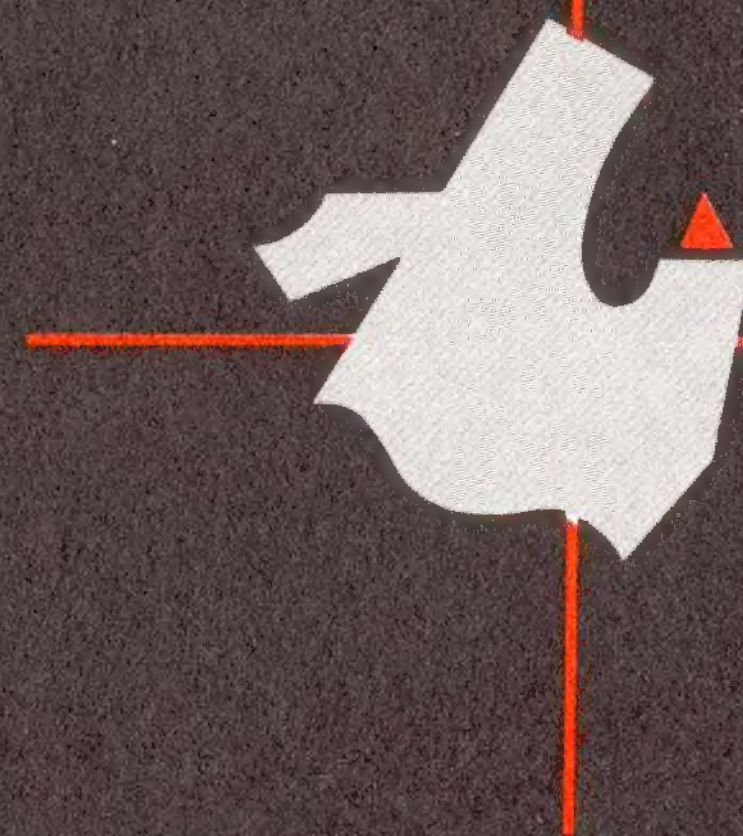
10. Private and cooperative investment in middle income housing construction and neighborhood rehabilitation and conservation are cornerstones in the renewal plan and program for the City. Until now, very little of either has taken place in Newark. The City should actively encourage the construction, during the next 10 years, of 5,000 middle income dwelling units renting between \$85 to \$130 per month. These are intended to shift the emphasis away from luxury apartment construction and thus meet a pressing relocation and over-all moderate rental housing need.

11. The City should continue to avail itself of Federal "write-down" aids for land acquisition in designated renewal areas. It should broaden, however, the scope of renewal incentives by adopting a policy designed to attract moderate rental and cooperative developers. This should include the assembly of land for prospective sites in non-renewal areas, the sharing of middle income housing "write-down" costs with the State, when necessary, and the granting of long-term, low-interest loans to such developers.

12. Federal, local, and private efforts to rehabilitate older residential neighborhoods are only now beginning to gather momentum. The City of Newark has strengthened and broadened its housing and health codes to aid in this process. It should be prepared, however, to take bolder and more imaginative action which will make rehabilitation above code standards possible. In addition to encouraging the use of the various Federal mortgage loan provisions for structural repairs, it should consider the possibility of larger scale acquisition of older but still useful buildings for rehabilitation and resale. All segments of Newark's public and private interest will have to be involved in this process.

Only through such a comprehensive approach as analyzed and documented here, can it be hoped that the City of Newark will be physically rehabilitated to perform fully its functions as the hub of one of the most important metropolitan areas of the country.

Other communities, embarking on their own programs of renewal, can find within these pages much to help them, not only in identifying the scope of their needs, but in selecting possible courses of action to meet the many problems inherent in the task of urban renewal.



part I

principal elements

of a continuing ten year renewal program

1. delineation of urban renewal areas . . .

clearance, rehabilitation, and conservation identified for all of
newark . . . criteria, techniques and magnitudes

A major objective of this Demonstration Study is the development of criteria and techniques for the delineation of urban renewal areas. It is hoped that the results of this inquiry will be useful, not only to Newark, but also to other communities throughout the country, for there can be little doubt that in the decade ahead many urban areas will be examining their renewal requirements. Thus, this study not only points out some objective guides for the selection of residential, commercial, and industrial renewal areas, but also demonstrates the application of the techniques.

In defining the framework within which these criteria and techniques were to be developed, two conditions were set forth. The first was that they be designed for city-wide rather than sectional application. The second required that they be based on existing records and data rather than on a detailed house-to-house survey undertaken specifically for renewal projects. While these limitations were dictated by the realities of renewal needs and resources in many communities throughout the country, the experience of this Demonstration Study led to the conclusion that information on the structural conditions of *all* buildings represented the starting point of renewal action.

Regardless of the unit involved (i.e., dwelling unit, establishment, structure, block, or census tract), area selection calls for a basic common denominator which will characterize the quality of the residential, industrial, and commercial stock of the City. This quality factor, moreover, has to be area-wide; that is, applicable to the entire City. Two kinds of information fit this requirement: Census of Housing data, and the property evaluation of the municipality's taxing office.

Because it is restricted to dwelling accommodations and is available only once in a decade, the Census information leaves a large gap in the data required. The Census of Housing provides no information on non-residential structures in the community, and up to 1960, little on the relative quality of residential structures or accommodations. In the Block Statistics tabulations of 1950 and earlier, the quality of dwelling units was reported in terms of dilapidation and plumbing facilities. No other gradations were shown. While it was possible to identify the worst of the housing stock, no structurally qualitative information was available for the great bulk of non-dilapidated units. This represented a major obstacle to renewal area delineation. The Block Statistics of the 1960 Census of Housing, will overcome much of this deficiency by indicating the number of "sound," "deteriorating,"

and "dilapidated" dwelling units in each block. For the first time there is available an approximate qualitative evaluation of the community's entire housing stock.

While Census of Housing information and property evaluations are useful for area delineations, the Demonstration Study has utilized a great variety of other data to aid in this process. Such aides include population characteristics and movements, natural and man-made boundaries, land use data, and geographic incidence of police actions, fires, and other social phenomena.

the real property inventory

Practically all communities in the United States keep records of their residential, commercial, and industrial stock. The larger urban centers maintain relatively complete files of their real property inventory. This information is necessary primarily for taxing purposes, and since the real estate tax is the major source of urban revenue, the necessity for such records is apparent. While wide variations exist in the manner in which the data are kept and the frequency with which they are brought up to date, nevertheless, the records usually include a physical description of each structure, its assessment record, and, in some cases, record of sale, schedule of rentals, estimated value of land and building, and frequently an indication of the extent of depreciation and obsolescence. The latter are, in effect, quality scores which are usually expressed in percentage terms.

The depreciation and obsolescence percentages for each structure, when combined into a single score and converted to block averages, can show the residential, commercial, or industrial condition of the block. While this Study developed a number of techniques to obtain a more sensitive measure of quality than that provided by the depreciation and obsolescence percentages alone, most communities should seriously consider the use of these generally available indices of condition and other related property data as a basis for the delineation of renewal areas. Their accuracy would be especially high at a time when the community is undertaking a re-evaluation of its property inventory, as in the case of Newark, which has recently completed such a city-wide appraisal.

The depreciation percentage is a combination of the age of a building and its observed physical condition. The obsolescence factor, also expressed as a percentage, is a measure of the non-physical or economic

loss sustained by a structure due to changes in environment, business, or population. A detailed analysis of the use of the depreciation and obsolescence percentages and their conversion into a net condition score will be found in Chapter 9. The experience of this Demonstration Study suggests that these data, supplemented by related field information and by an examination of the incidence of certain social phenomena such as police actions, juvenile delinquency, fires, etc., can be used effectively to delineate urban renewal areas.

The most acute measure of the degree of housing blight devised by this Study is the *weighted penalty score*. Besides utilizing both the depreciation and obsolescence factors described above, this weighted penalty score includes the type of heating, number of plumbing fixtures, and environmental factors (building coverage and incidence of mixed land uses). In Newark, each residential structure on a block was scored in this manner and a simple average computed for each block. These block averages ranged from 0-100 on an ascending scale of deterioration or blight. In order to "assign" these block scores to renewal "treatment" categories, it was first necessary to select a sample number of city blocks and examine and rate them through a field survey. Thirty blocks were chosen and each was assigned to one of four general categories of clearance, rehabilitation, conservation major, or conservation minor. In addition, each one was ranked according to its observable degree of blight. The correlation between these field-tested rankings and the rankings based on the weighted penalty score was high. Consequently, it was considered logical to use the "cut off" points between clearance, rehabilitation, and conservation blocks established by the sample field survey as appropriate for the weighted penalty scores. In this manner, each block in the City was assigned to an appropriate treatment category (inserted map, last page). The analysis and "weight" of the factors which comprised the penalty score, the procedure employed in combining them, and the results of field checks to determine their validity are described in Chapter 9. Many communities will require substantially less qualitative analyses for area delineation, but the procedure assumes importance where the structural mix is widespread and typical.

residential renewal areas in newark

From the data and analysis described above, it was possible to delineate residential renewal treatment areas in Newark. These areas include practically all housing units in the City and exclude the large industrial blocks and districts and the downtown commercial area. At this stage of delineation, no attempt was made to follow any existing functional neighborhood demarcations. The renewal areas assigned to clearance, rehabilitation, and conservation are solely the result of the factors included in this Study.

Actually, it would be more accurate to speak of these areas as concentric rings around the core of the City (map, page 15). This pattern is particularly marked in the central, southern, and western sections of Newark, but in the northern part of the City the ring arrangement is broken by Branch Brook Park. None of these areas is homogeneous

in the sense that all blocks are equal in quality of housing. For example, while most blocks and dwelling units in the designated clearance segments have deteriorated into slums and should be demolished, some can be rehabilitated. Similarly, within the rehabilitation areas some residential structures are sufficiently blighted to be torn down while others merely require preventive action and good maintenance. This kind of quality admixture is an inevitable result of different rates of growth and decline within the City. The important point, however, is that the clearance, rehabilitation, and conservation areas can be patently identified, therefore making them a vital reference for the up-grading and renewal program which the City should undertake.

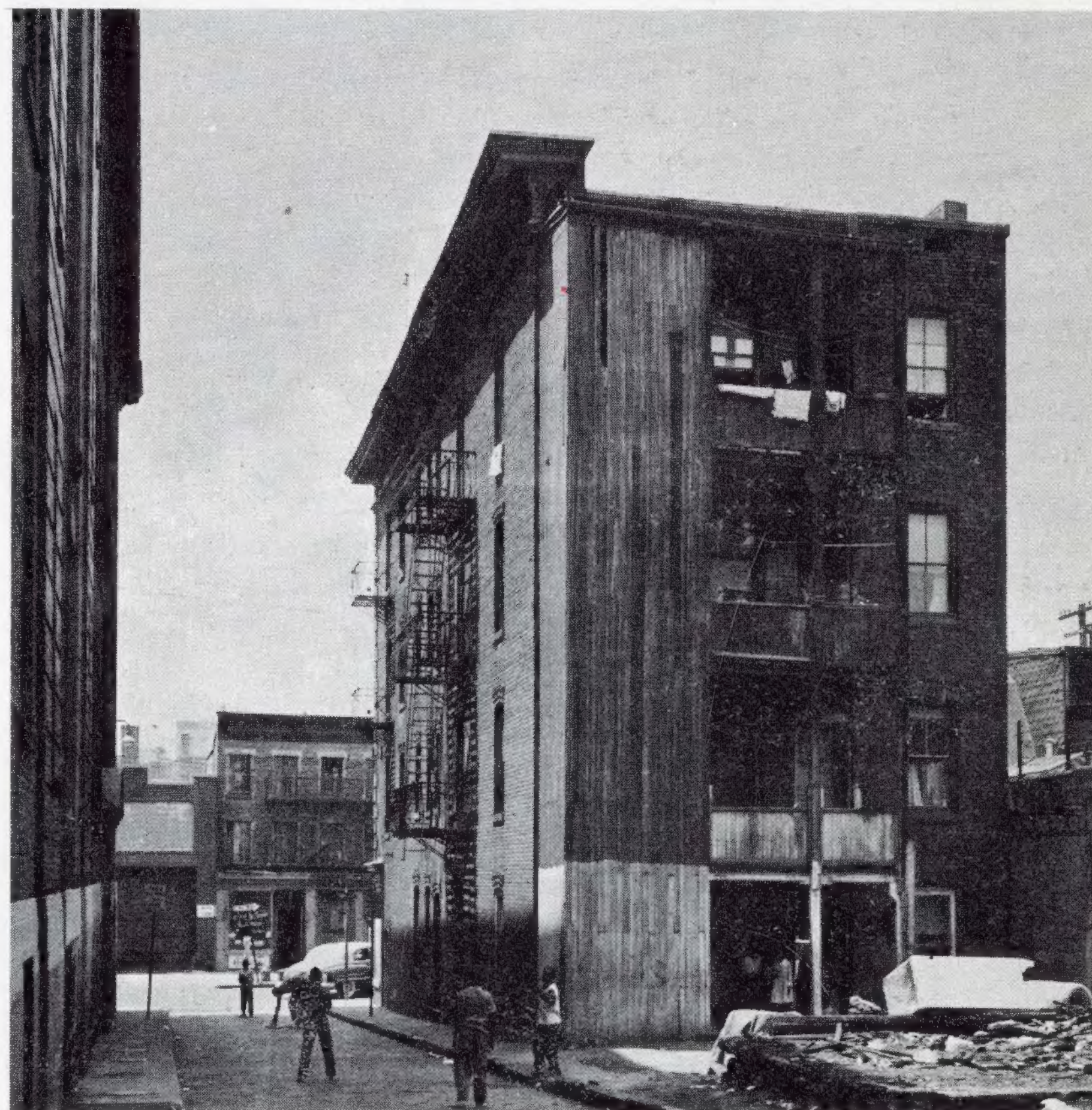
In this study, the concepts of clearance, rehabilitation, and conservation are used extensively and are defined as follows:

Clearance — Areas in which existing structural conditions and/or neighborhood environment are predominantly deep slums and which probably can be cleared and redeveloped within 10 years.

Pre-clearance — Areas in which conditions are similar to "clearance" but for which redevelopment will extend beyond a 10 year period.

Rehabilitation — Areas in which existing structural conditions and/or neighborhood environment are deteriorating but which will be salvable economically for a 10-15 year life.

An area for clearance





Rehabilitation works here

Conservation — Areas in which existing structural conditions and/or neighborhood environment are substantially sound but which contain incipient factors of deterioration.

There is little doubt that the large scale clearance of slum structures represents a major element in Newark's long range renewal effort. The map showing "renewal treatment areas" (page 27) indicates that a large part of the City in and near the central core has deteriorated to the point where only demolition and rebuilding can produce results. In these clearance areas are located the worst slums, the most dilapidated and dangerous housing, the greatest concentration of rooming houses, and the highest incidence of social disorder.

Not unlike many cities in the United States, this area surrounds the central business district whose future will be intimately related to the solutions and re-uses which are devised for the adjacent clearance blocks. The rebuilding of Newark's slum areas is a job of the first magnitude since it involves 395 blocks, or 25 per cent of all residential blocks in the City (Table 1). Approximately 100,000 people live in these clearance blocks, which contain 28,450 dwelling units, 23 per cent of the City's total.

Areas designated for rehabilitation treatment are larger and contain more dwelling structures than the clearance areas. These are the so-called typical sections of Newark with 2 to 6 family structures. While

they may contain pockets of acute blight, by and large, these areas consist of residential structures which need a variety of repairs in order to prevent their decline into the slum category. These rehabilitation neighborhoods (as distinguished, for the moment, from the quality of their structures) are volatile and have been undergoing rapid population and ethnic group changes in the past decade. If they are not included in a plan for upgrading, many of them will be lost to remedial action. A coordinated program of capital improvements, housing code enforcement, structural repairs, and strengthening of neighborhood amenities must be instituted in the areas. Table 1 indicates that about 27 per cent of all residential blocks in the City need a program which only a rehabilitation effort can provide and that 12,475 structures containing 37,785 dwelling units would benefit (even though all are not structurally renovated) through a continuing ten-year urban renewal effort.

TABLE 1 POPULATION AND HOUSING INVENTORY IN RESIDENTIAL CLEARANCE, REHABILITATION, AND CONSERVATION AREAS IN NEWARK—1957

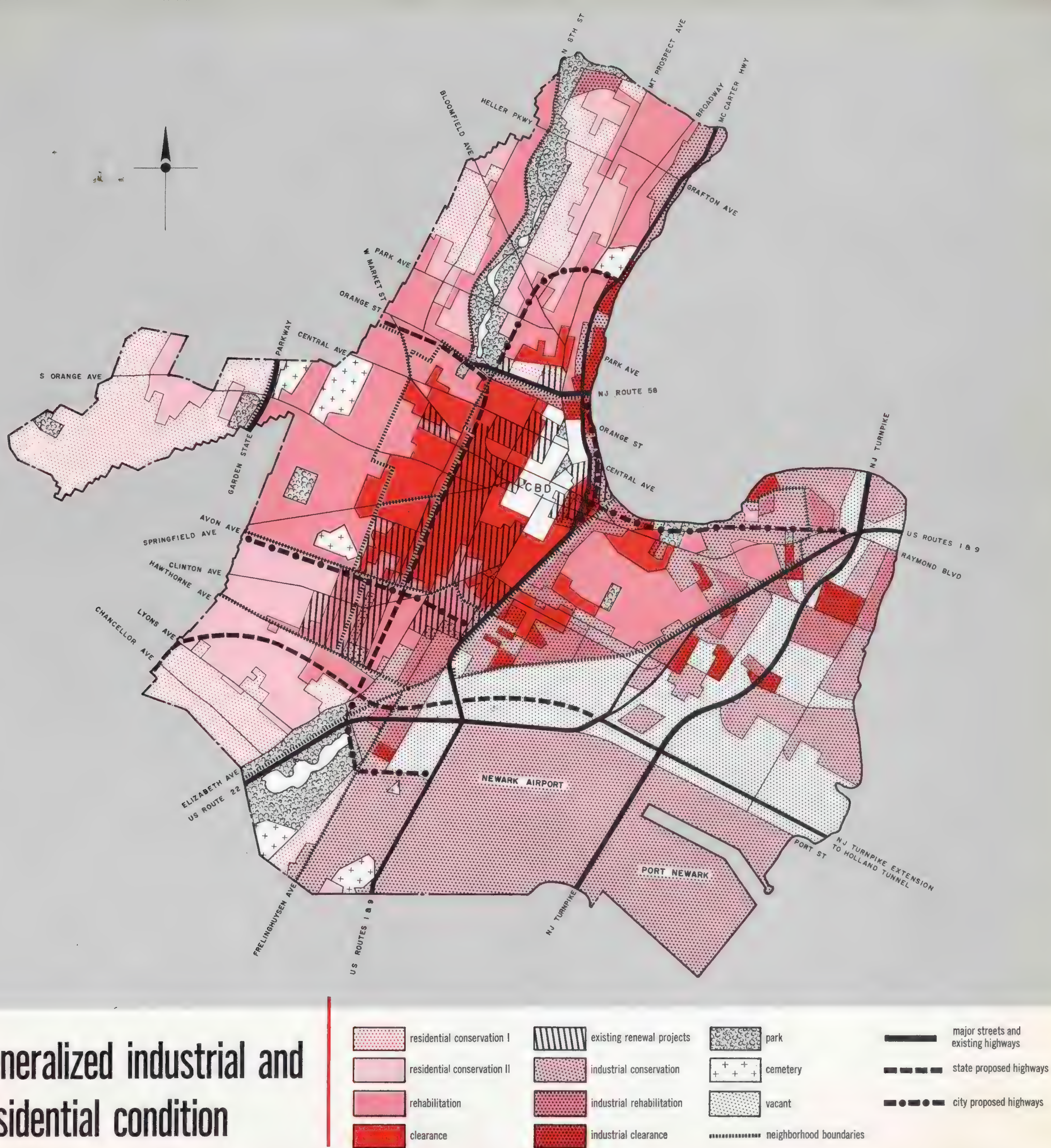
	Clearance Areas		Rehabilitation Areas		Major Conservation Areas		Minor Conservation Areas	
	Number	Per Cent	Number	Per Cent	Number	Per Cent	Number	Per Cent
Blocks	395	25.1	430	27.3	438	27.8	312	19.8
Structures	8,000	18.6	12,475	29.0	14,000	32.6	8,500	19.8
Dwelling Units	28,450	23.1	37,785	30.7	34,620	28.2	22,100	18.0
Estimated Population	100,000	24.7	120,000	29.6	115,000	28.4	70,000	17.3

NOTE: Excludes all blocks in the C.B.D., the major industrial areas of Newark, and blocks in residential areas with less than five dwelling units.

SOURCE: Real Property Survey for Newark's Department of Revenue, Newark Central Planning Board.

Sections of the City in which the housing quality is average or above average have been identified under two conservation categories. These areas, the largest part of Newark, are generally furthest from the center of the City. Areas designated as conservation (major) require more careful attention than areas in conservation (minor) since greater age subjects them to more rapid deterioration. For the most part, however, the principal efforts to conserve such areas would involve voluntary programs of housing maintenance and enforcement of the codes for housing, zoning, and rooming houses. Lacking a conservation stimulus, these areas are vulnerable to encroaching blight and would slip, by default, into the rehabilitation class. About 185,000 persons or 45.7 per cent of Newark's population reside in these conservation areas. They are generally in the middle and upper income brackets and should be able to afford good to excellent housing. These areas occupy 750 blocks and contain 56,720 housing accommodations, about 46 per cent of the City's total.

generalized industrial and residential condition



The delineation of treatment areas forms a series of concentric rings, spreading outward from the central business district. The core is in need of the three types of treatment; the ring of mixed and deteriorated land uses surrounding the C.B.D. demands predominantly clearance for redevelopment; the next concentric ring needs structural rehabilitation with some conservation; and the final outer ring, where fringe blight will spread if renewal techniques are not employed, requires structural conservation. A study of housing quality in the Master Plan of 1947, with somewhat different criteria (map, page 17), produced a similar configuration, although there have been marked inroads of blight since then.

industrial renewal areas

The same factors of depreciation and obsolescence used for scoring residential structures were combined into a final net condition percentage to identify the quality of industrial and commercial buildings. In this manner, the basic structural and maintenance characteristics inherent in the depreciation score, i.e., effective age of structure, quality of construction, and current maintenance, were considered. Furthermore, since the obsolescence evaluation related the type of industrial structure to the economic trend which affects its particular use, a

Conservation—saving a community asset



measure of functional quality was achieved. These factors in somewhat different form appear in two recent studies of industrial renewal research conducted by the St. Louis and Detroit City Plan Commissions. Both of these studies attempted to measure the quality of industrial structures and blocks for the purpose of renewal area delineations and were based on detailed field surveys. In this Demonstration Study, it was necessary to supplement the depreciation and obsolescence data with field work in order to evaluate such environmental factors as degree of mixed land uses, off-street parking and loading facilities, and proximity to transportation facilities. The latter were not, however, included in the structural or block scores, but were used as an independent check and are described in detail in Chapter 10.

As in the residential analysis, a score for each predominantly industrial block was developed. Here, an ascending scale of quality was used; the blocks were grouped into renewal categories as shown below:

TABLE 2 INDUSTRIAL BLOCK CLASSIFICATIONS

	Number of Blocks	Per Cent of Total
Clearance	74	18
Rehabilitation	216	54
Conservation	109	28
Total	399	100

Seventy-four industrial blocks in Newark, or 18 per cent of all such blocks, received scores of a clearance category, while the industrial buildings in 216 blocks are in need of some form of rehabilitation. Slightly more than 100 blocks can be considered either adequate or better-than-average in terms of their over-all industrial uses. Since the objective of this Demonstration Study was to generalize from the structural and block information to the area level, it is apparent that not all factories, warehouses, and other industrial buildings in clearance areas are dilapidated and substandard enough for demolition. By the same token, some structures in rehabilitation and conservation areas can be considered deteriorated enough for clearance.

Within these limitations, the delineation of industrial renewal areas was possible. With the exception of scattered industrial blocks in residential neighborhoods, these areas are shown in the map on page 37. One of the most important consequences of the industrial scoring system was the identification of non-residential pockets of blight. This focuses attention on the weakest and most critical link in the City's economy and points the way towards the selection of specific industrial renewal project areas.

In Newark, such potential project areas are scattered, but it is clear that important concentrations of industrial blight exist in the Passaic River industrial district and in some sections of The Ironbound. Some of the oldest and most obsolete industrial structures are still used in parts of these districts. Exceedingly inadequate street patterns com-



pound the blight conditions. On the other hand, the newer Frelinghuysen district scores uniformly high in the quality of industrial structures.

Mention should be made of the conditions of commercial and office structures and blocks. While these structures have received a score in the same manner as residential and industrial buildings, it has not been possible to derive a meaningful block and area generalization for this quality of condition. With the exception of the office and retail concentration in the C.B.D., most commercial buildings are located along the frontage of neighborhood shopping streets. They are typically mixed; that is, likely to have one or more dwelling unit above the ground floor level. It is difficult to determine which element (business or dwelling) is the cause of the blighted conditions of such buildings. In the C.B.D. itself, generalization by blocks presents other problems. For example, a typical "downtown" block will have relatively new multi-stored office, retail, and other commercial buildings as well as commercial structures which are exceedingly old, inadequate, and quite dilapidated. This wide diversity of conditions makes block generalizations or averages vague and misleading; consequently, it has not been attempted for commercial structures.

relation to other developmental features

During the first decade of the renewal program, major factors in addition to the quality of residential, commercial, and industrial structures will shape the renewal future of the City (map, page 27). The proposed highway system, which will form a "loop" around the inner portion of the City, is one of the most significant features in this regard and should be understood in relation to the areas singled out for renewal treatment. Not only will sections of the loop system clear a substantial number of substandard housing structures, but they will also involve the demolition of numerous standard units. Commercial and industrial clearance in and near the center of the City will be heavy due to new highway construction. The effect of this program on clearance, rehabilitation, and conservation areas will be felt in other ways. For example, the easier and quicker access to downtown Newark and to the Hudson crossings, as well as the vehicular relief which it would provide to existing major streets, are bound to affect seriously the use and character of many parts of the City, particularly its central core. This is discussed in considerable detail in Chapter 8 dealing with the renewal program in each community of the City.

Currently, the City's active renewal projects are located almost entirely in what are now the clearance areas of the City (map, page 27).

Commercial and shopping center construction, the expansion of university and other cultural and medical facilities, middle and upper middle income housing, and some industrial renewal are included in the plans which will ultimately create new neighborhoods in and near the core of the City. The designation of clearance "treatment" areas should provide a guide for intelligently selecting project areas for future redevelopment. This is as true of industrial slums as it is of the areas of residential deterioration. The delineation of residential rehabilitation and conservation renewal areas not only provides the geographic basis for specific community programs, but also makes possible an estimate of the scope and magnitude of such essentially non-clearance renewal undertakings.

Since renewal plans and their implementation will depend heavily on the character of existing communities, their boundaries are shown in relation to the delineated "treatment" areas. The renewal program itself, especially its residential phase, assumes real meaning to the citizen when developed within neighborhood contexts. Such an approach must take into account many other features in addition to housing quality, i.e., recreation needs, public improvements (schools, hospitals, libraries and other public buildings), traffic considerations, and other less tangible but perhaps equally important elements, such as neighborhood organizations and identification.

In Newark, the central communities (Newark Core, West Market, and Belmont) which are almost entirely within clearance areas can be expected to undergo drastic physical and social changes. The second ring of communities, especially West Side, Clinton Hill, Newark North, Roseville, and to some extent The Ironbound, contain a variety of areas and should direct their attention to clearance, rehabilitation, and conservation possibilities. The outermost communities, such as Vailsburg, Weequahic, and parts of Newark North and Roseville, will find it necessary to develop conservation activities in order to maintain good neighborhoods and prevent incipient blight from spreading.

In order to obtain the maximum renewal effectiveness over a ten-year period, a sense of "relatedness" must be developed among all renewal projects, regardless of whether they are currently active or are being proposed through this Demonstration Study. The principles of physical and functional appropriateness must be applied in all areas of the City. The proposed highway system must also relate to specific renewal projects. As indicated on the map, page 27, the close physical relationship of the projects must be planned so that their results not only complement each other, but are so timed that phases of each can be constructed simultaneously.

2. scope and cost of initial ten-year urban renewal plan . . .

a continuing ten-year program affecting all aspects of newark's growth and development

In attempting to develop cost estimates for a long-range urban renewal program, it is necessary to consider five aspects of such a task, namely:

- a. current renewal projects
- b. proposed renewal project areas
- c. remaining clearance blocks (pre-clearance)
- d. code enforcement
- e. capital improvements program

These elements constitute the major facets of renewal in the City; they are, however, by no means inclusive. For example, excluded are the costs to the City of necessary street re-alignments and utility changes in connection with the proposed major highway construction. Also excluded here (although discussed in Chapter 7) are the costs to the City inherent in stimulating and encouraging new, middle income housing and structural renovations. These "costs" might take the form of tax abatements or the expenses, if any, involved in providing long-term, low-interest loans. Also not considered here are the additional expenses which will be incurred by agencies with expanding programs directly related to urban renewal tasks. The five elements listed above, however, comprise the basic core of the program and, with the exception of code enforcement, are measurable in cost terms. These cost estimates should be considered only as preliminary and tentative even though there has been a constant attempt to make them reasonable, realistic, and up to date.

The purpose in preparing a cost estimate of a continuing ten-year urban renewal program is obvious. The City must weigh the financial magnitude of its renewal needs against its fiscal and tax resources. The City's six-year capital improvements program has already formulated some of the capital expense items of the near future and has evaluated its debt position, borrowing capacity, and real estate tax levels in relation to these needed capital expenditures. This chapter, in examining such needs and resources in detail, will evaluate them within the framework of a continuing ten-year renewal program. In doing so, it will point up any gap between needs and resources and suggest alternate courses of action which are feasible within a fixed budget and within borrowing capacity limitations. Wherever possible, the cost and other implications of not proceeding with renewal investments will be measured against the outlay involved in executing the project or program. In Chapter 5, a schedule of renewal priorities is recommended.

current renewal projects

Findings of this study, based on information from the Newark Housing Authority and Redevelopment Agency, have indicated that it will cost the City more than \$130 million to acquire and improve the sites of 11 redevelopment areas currently under consideration. These are in all stages of development (Table 3) but do not include the two most recently activated projects, namely the United Hospitals and an extension of the Light Industrial Project. The latter two are, however, shown on the maps. The current renewal projects represent the major efforts the City's continuing renewal program to eliminate the worst slum areas and to replace them with appropriate housing, commercial, industrial,

Renewal has many faces—Title I housing in Newark



TABLE 3—EXISTING SITE CHARACTERISTICS AND ESTIMATED COSTS CURRENT URBAN RENEWAL PROJECTS—1961

Stage		Acres (exc. sts.)	Dwelling Units	Residential Buildings	Industrial Buildings	Est. Net Project Cost (in millions)	Est. City's 1/3 Share (in millions)
Completed URNJ3-1 Branch Brook	1	11.6	849	192	—	\$ 3.5	\$ 1.1
Completed URNJ3-2 Broad Street		13.5	364	166	—	4.4	1.5
Execution NJR-6 Old Third Ward	2	116.5	5,782	1,300	134	17.4	5.8
Project Planning NJR-38 Clinton Hill (Rehab.)	3	55.6	1,910	535	3	2.5	.8
Project Planning NJR-49 Hill Street (Lehman)	4	5.2	62	20	11	5.7	1.9
Project Planning NJR-52 South Broad (Parker)	5	164.7	3,958	1,604	339	24.0	8.0
Project Planning NJR-45 College Exp. (Rutgers and NCE)	6	58.2	1,447	515	127	12.0	4.0
Project Planning NJR-32 Central Ward (Light Ind)	7	53.5	1,831	471	150	11.0	3.7
Project Planning NJR-50 Educ. Center (Seton Hall)	8	18.5	26	24	53	4.5	1.5
Project Planning NJR-58 Newark Plaza	9	28.8	56	14	83	20.1	6.7
Project Planning NJR-62 Essex Heights	11	60.0	1,650	576	120	31.1	10.4
Total		586.1	17,935	5,417	1,020	\$136.2	\$45.4

NOTE: Characteristics and costs are based on the scope of the project area as originally submitted for Federal assistance. These are subject to some change and modifications as the program develops. The number after the project names are keyed to the project areas shown in the map on page 27. United Hospitals is number 10.

SOURCE: Newark Housing Authority and Redevelopment Agency
Newark Commission for Neighborhood Conservation and Rehabilitation
Newark Central Planning Board

and cultural facilities. These project areas cover about 600 acres (excluding streets) and contain about 18,000 dwelling units, mostly in dilapidated and substandard condition. About 1,000 industrial structures, some equally deficient and obsolete for manufacturing use, are also located within these areas. While not all residential and industrial structures in the current renewal project areas will be demolished during the next ten years, the clearance phase of this effort will be a massive one. In addition to these predominantly clearance programs, the City, through the Newark Commission for Neighborhood Conservation and Rehabilitation and the Newark Central Planning Board, is developing a Federally assisted rehabilitation program in the Clinton Hill community of Newark. The intensive treatment towards the rehabilitation of its residential structures and the improvement of neighborhood facilities will cost an estimated \$2.5 million.

A major portion of the ten-year renewal expenditure will therefore stem from current renewal efforts. Net project costs (i.e., gross costs minus estimated proceeds from land disposition) are expected to exceed \$130,000,000 and on the basis of a one-third contribution by the City, Newark will be obligated for \$45 million. It should be pointed out that this estimate is generally conservative in the light of limited actual experience. A portion of this sum can be contributed in the form of non-cash grants-in-aid. This means that under specified conditions,

some categories of capital expenditures such as schools, parks, libraries, can be "credited" against the City's contribution, the estimated \$45 million. Many of the City's potential non-cash grants-in-aid are part of its six-year capital improvement program.

Both the estimate of net project cost and the City's one-third share are based on current values of slum properties. It is, of course, logical to expect that these values will rise during the next decade and beyond, in conformity with the general upward trend in real estate values. No adjustment was made for this factor, but it will be necessary to provide for an annual review of acquisition costs in order to compensate periodically for estimates such as these which extend over a long period of time. This type of continual review, a central feature of all phases of the comprehensive renewal program, is indispensable in arriving at realistic estimates in a rising money market. Furthermore, since the current renewal programs will receive Federal capital grants in a series of "installment" payments, in which timing and amounts are not predictable, it will be doubly necessary to evaluate closely the year-by-year ability of the City to acquire and clear redevelopment areas. In this Demonstration Study it is assumed that all or most of the original submissions for Title I clearance and redevelopment by the Newark Housing Authority and Redevelopment Agency will be completed within the next ten to fifteen years. The land areas involved are shown in

the map on page 27. Actually, each one of these current projects will be developed in stages, because the Federal government already has reserved \$56 million for partial development of each project in the next two years.

proposed renewal project areas

This Demonstration Study has delineated additional project areas and areas of treatment which will require renewal action within the next ten years and beyond. Mainly of a non-clearance nature, these are distributed throughout the City (map, page 27). It is recommended that the five proposed areas be designated as renewal projects and receive high priority for completion within the next decade. It is also recommended that the City apply for Federal funds to aid in the renewal of these project areas.

The suggested areas and their recommended re-uses are as follows:

<i>Project Area</i>	<i>Principal Treatment</i>	<i>Principal Re-use</i>
A Roseville-Freeway (Roseville, West Side, and West Market)	Rehabilitation and Clearance	Residential and Commercial
B Watson (Weequahic)	Rehabilitation and Clearance	Residential
C Ironbound- Southwest (The Ironbound)		
Section A	Clearance	Residential
Section B	Rehabilitation	Industrial
Section C	Clearance	Industrial
D Bloomfield-Broadway (Newark North)	Rehabilitation and Clearance	Residential and Commercial
E Fairmount (West Market and West Side)	Rehabilitation	Residential

Note: The letters preceding the project names are keyed to the map on page 27.

The criteria and techniques developed in this Demonstration Study and discussed in the previous chapter have been used to delineate the proposed renewal project areas. In addition, a variety of other factors have been considered. These include the need to contain the spread of blight and substandardness; the relation of the delineated projects to the proposed highway system and proximity to existing renewal developments; the necessity to provide space for needed industrial expansion and for firms which will be relocated from the C.B.D.; and the need for eliminating blighted dwelling units and improving those which can be rehabilitated or conserved.

Four of the five project areas, (Bloomfield-Broadway, Watson, Fairmount, and Roseville) are essentially rehabilitation, although varying amounts of clearance will be necessary. Residential uses predominate in all of them. It is the intent of this program to maintain and strengthen

these uses while, at the same time, improving commercial and other community facilities. Two of the three sections of the Ironbound-Southwest project are recommended for clearance with Sections A and C recommended for residential and industrial re-uses respectively.

In Chapter 8, a more complete analysis and specific renewal recommendations are made for each of the project areas. At this point, it should be noted that the Roseville area includes all of the proposed East-West Freeway (F.A.I. Route 280) in Newark and the Watson area in Weequahic includes the State proposed eastern portion of the Southern Freeway (F.A.I. Route 78). The alignment of these proposed highways figured prominently in the delineation of the two project areas, since both routes will involve the demolition of a considerable number of substandard dwelling units. In addition, the construction of these highways will probably fix the future character of the surrounding areas; consequently, it is essential to develop these areas at an early stage to their maximum residential and commercial potentialities. For example Route 78 offers an excellent possibility to stabilize the condition of housing at the critical Meeker Avenue point, where a sharp decline in housing quality has become apparent. A rehabilitation program north of the proposed alignment and a program of housing conservation to the south of this line, is recommended as part of the Watson area development.

An open lot now—a park soon





New schools are a key factor

The most outstanding characteristic of the proposed Bloomfield-Broadway project area is the large scale clearance needed to bring about residential and commercial redevelopment. While the northerly portion of this area is recommended for rehabilitation and conservation treatment, its southern section, now heavily substandard, should receive a high priority for clearance. Furthermore, this concentration of blighted residential and commercial structures is directly adjacent to the recently completed Branch Brook and Broad Street redevelopment areas. Thus, the opportunity now exists to clear the slum portion of the Bloomfield-Broadway areas and plan for its renewal as part of a larger, new portion of the City. This program would also necessitate the demolition of a considerable volume of retail and other commercial floor space, now scattered throughout the area, generally on the ground floor of obsolete residential buildings. Proposals for a new integrated community-regional shopping center are discussed in some detail in the Newark North section of Chapter 8.

The Ironbound-Southwest project area delineated in this Demonstration Study should be considered in terms of its three component parts since each requires different treatment and re-uses. Section A is a residential area of heavily substandard structures. It is recommended that these be cleared for residential re-use. In Section B, a program of industrial rehabilitation is recommended to maintain and improve the quality of the factory and plant buildings. Section C is characterized by a mixture of residential and industrial land uses, with the residential structures heavily substandard. It is recommended that these be cleared for industrial re-uses. While this program will abolish the worst aspect

of mixed land uses, it will still result in the physical proximity of residential and industrial areas. An architectural and site plan to minimize the impact of such proximity is discussed in The Ironbound section in Chapter 8.

Table 4 shows that the combined area of all five proposed projects exceeds 600 acres, containing more than 18,000 dwelling units in 6,290 residential structures and 900 industrial buildings. In terms of dwelling units and structures, these areas contain approximately 15 per cent of

TABLE 4 CHARACTERISTICS AND ESTIMATED COSTS OF PROPOSED URBAN RENEWAL PROJECTS—1961

	Acres (exc. streets)	Dwelling Units	Res. Bldgs.	Ind. Bldgs.	Est. Net Project Cost in millions)	Est. City's 1/3 share (in mil- lions)
Roseville	200.3	6,794	2,246	157	\$11.7	\$ 3.9
Watson	72.5	2,252	732	24	11.4	3.8
Ironbound- Southwest	126.5	1,669	660	570	13.0	4.3
Bloomfield- Broadway	87.5	3,616	1,177	68	9.5	3.2
Fairmount	120.6	3,909	1,474	81	3.4	1.1
Total	607.4	18,240	6,289	900	\$49.0	\$16.3

the City's total and are comparable in scope to the essentially clearance operations in the current renewal projects. During the next ten years, therefore, the upgrading and revitalizing of the five proposed project areas represents a major renewal effort of substantial improvements to the City.

As indicated earlier, the major emphasis in the proposed project areas will be on the rehabilitation and conservation of existing structures and neighborhood amenities, rather than on clearance. In developing cost estimates, it was necessary, however, to identify those blocks and parts of blocks which are currently substandard and will have to be cleared in order that the renewal program succeed. Table 4 presents net project costs for each area based on the estimated cost of acquisition of these blocks, plus other related cost elements, and takes into account income derived from the sale of the cleared land.

Acquisition costs have been derived from the independent, city-wide appraisal of all Newark properties made for the Department of Revenue in 1957. To this appraised value was added an adjustment factor in order to reflect more clearly an actual cost of acquisition. Some of the major factors in developing estimates of net costs for all five project areas are shown below:

Appraisal value of "clearance" land and buildings	\$26.3 million
Adjustment factor	(1.4)
Estimated acquisition cost	\$36.8 million
Estimated net project cost	\$49.0 million
Estimated City's one-third share	\$16.3 million

The adjustment factor in this case is merely the average relationship between the actual cost of acquisition of properties in an earlier downtown clearance area and the appraised value of these properties. This sample factor has been applied against appraised values as shown above. In order to proceed from acquisition to net project costs, it was first necessary to determine the relationship between these costs as was experienced by the Newark Housing Authority and Redevelopment Agency in ten of their current projects. For the purpose of this study, these were aggregated and an increase of one-third was indicated between acquisition and project cost (i.e., the former would have to be raised by more than 30 per cent to reflect net project costs). This procedure was used to obtain estimates of net project costs for each of the five areas (Table 4).

It is evident that while estimates and projections of land acquisition and other project costs can serve as a useful guide for assessing the cost of the ten-year renewal program, much more refined data and evaluations will ultimately be necessary. The changing real estate market, as well as the specific community facility needs of each project area, will modify these preliminary estimates. For these reasons, a continual review and updating of the cost of all phases of the renewal program will be necessary. Proposals to this effect are presented and discussed in Chapter 6.

remaining clearance blocks (pre-clearance)

Even after the clearance of some of the most dilapidated housing and industrial areas of the City, there will still remain a substantial

number of blocks and structures of slum character that are outside the current and proposed renewal areas (map, page 27). About half of these, or 133 blocks, are concentrated in and near the central core of the City and represent a major impediment to the effective realization of Newark's urban growth and development. These are recommended for clearance within the next decade. The other 124 blocks are scattered throughout the City and should be cleared as part of rehabilitation projects after 1971. It is the former group which are discussed in this section.

This Demonstration Study determined that clearance action on the centrally located remaining blocks is an integral part of the City's renewal objectives of the next decade. While the rationale for a continuing slum clearance operation is an obvious one in terms of human and community needs, inevitably public and private redevelopers who build new apartment structures, shopping centers, universities, or office buildings in and near the center of the City will demand an eradication of the remaining substandard and dilapidated adjoining areas. At the same time, the investment potential of such blocks is enhanced by the changed and much higher character of adjacent land uses.

New public buildings are part of the renewal plan



It was deemed necessary to develop cost estimates for the acquisition and sale of these remaining blocks under the assumption that during the next ten years a certain per cent will be acquired, cleared, and sold to redevelopers. At this time, it is obviously not possible to indicate with any degree of certainty how fast and how many of these blocks will become part of the renewal process in the coming decade. A reasonable assumption is that perhaps half will be cleared and redeveloped and this "volume" will be included in our cost calculations. For the purpose of this Demonstration Study, an estimate of acquisition is made for all the remaining clearance blocks which are clustered near the central or downtown area.

Acquisition and net project costs for these blocks were developed in a manner similar to those in proposed project areas. In addition to the use of appraised values as a starting point, the actual tax assessments for the same year were also used. Both of these values were obtained for all the properties (excluding exempt) in each of these blocks and, together with the adjustment factors, have made it possible to derive two independent acquisition cost estimates. These are shown below:

A—Assessed value of "clearance" land and buildings	\$ 35.8 million
Adjustment factor	(3.0)
Estimated acquisition cost	\$107.4 million
B—Appraised value of "clearance" land and buildings	\$ 75.6 million
Adjustment factor	(1.4)
Estimated acquisition cost	\$105.0 million

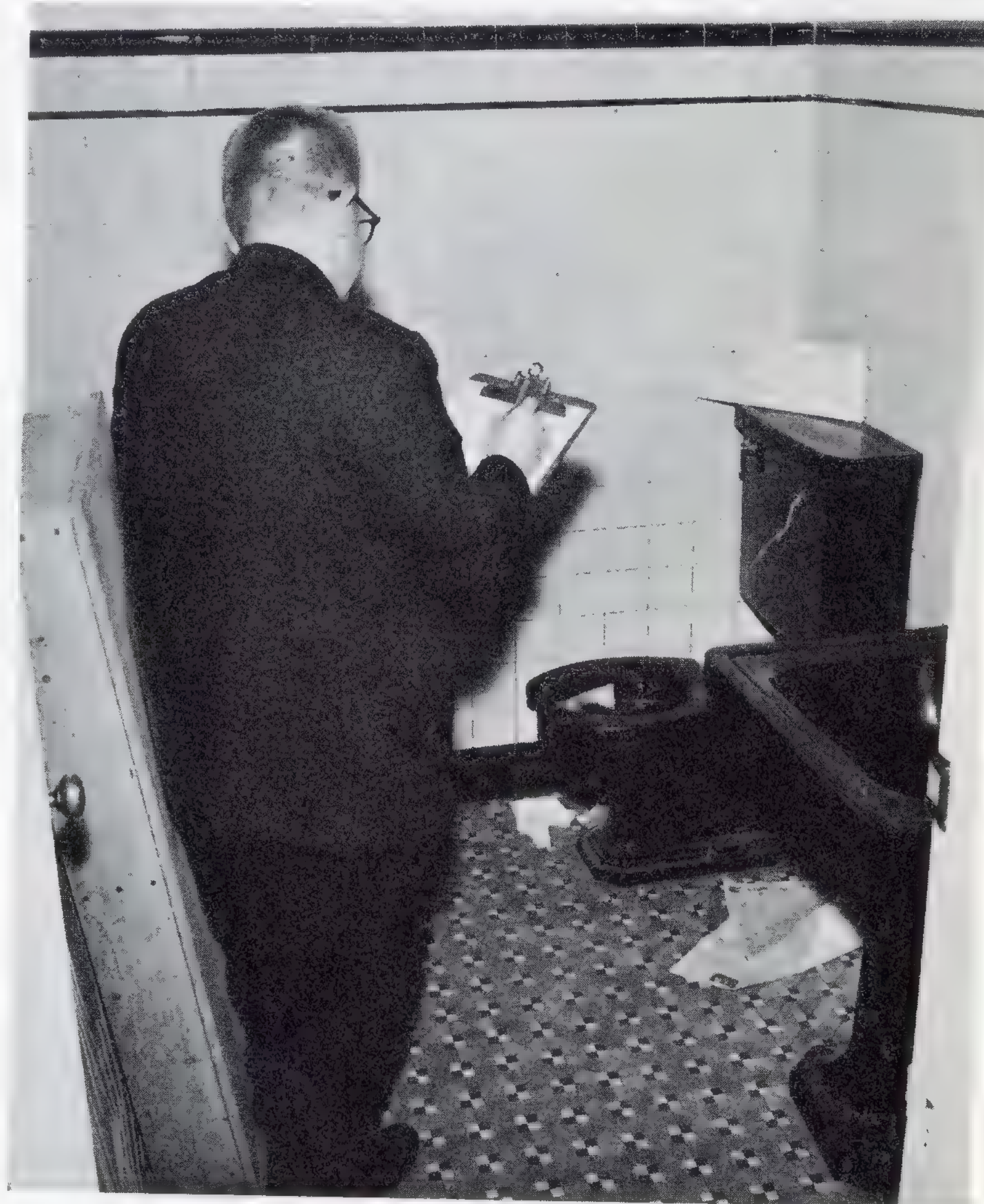
The adjustment factor above represents the average relationship between actual cost of acquisition and the assessed or appraised value of the property. In six areas of downtown Newark, it was found that in 1957, on the average, recent acquisition costs were 3.0 times *assessed valuations*. Because of the revaluation in 1961, the costs would now be approximately 2.0 times the assessed valuations. For the one area where such comparisons were possible, however, acquisition costs were 1.4 times the *appraised value*. It must be realized that both adjustment factors are averages, that there is a considerable "range" in each, and that when applied they can only approximate an aggregate acquisition cost. Nevertheless, they do make possible an estimate of costs.

Although both cost estimates have been independently developed, they are actually only two per cent apart. Thus, if all but exempt properties in the remaining clearance blocks were acquired, the cost would be about \$106 million. Current renewal experience suggests, however, that in many instances not all property, even in designated project areas slated for demolition, is acquired and demolished. For example, a detailed lot-by-lot examination in two of the remaining clearance areas indicates that, in addition to most public and institutional buildings, there are industrial and commercial structures and even standard, larger apartment houses which it would be inadvisable and unrealistic to demolish. In the two areas studied, an average of 65 per cent clearance is suggested, and this has been applied to the over-all acquisition cost estimate of \$106 million, reducing it to about \$70 million. Even if the rehabilitation aspects of renewal increases significantly during

the next decade, acquisition of these structures in slum or clearance areas would still account for the major outlays cited above.

As indicated previously, it is not realistic to expect that all remaining clearance blocks in the downtown area will be acquired and demolished in the next ten years. The factors which will be decisive in determining the extent of clearance are such imponderable ones as the probable scope of the Federal urban renewal program, the City's financial capacity to support the completion of all slum clearance, and the continued interest of private developers. While admittedly speculative at this time, if it is assumed that half of the downtown clearance blocks not now within current and proposed renewal areas will be redeveloped, the total acquisition cost for this phase of the program can be reduced to \$35 million. In order to convert this sum into an estimate of the net project cost and to determine the City's share, the following adjustments have been made:

The "inside" of renewal—frequent code inspections

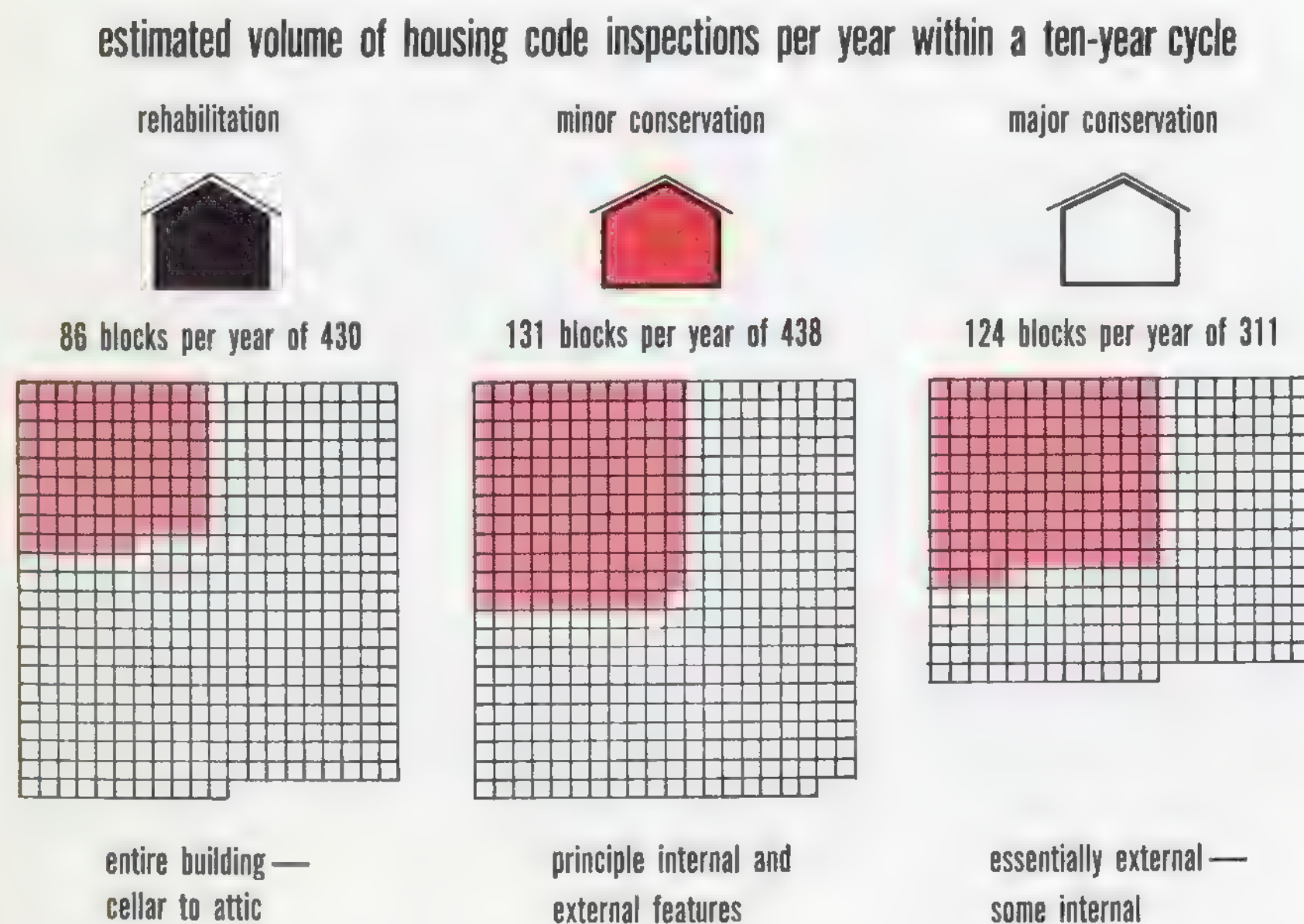


Estimated acquisition cost	\$35.0 million
Net project cost	46.6 million
City's one-third share	15.5 million

The ratio of projected net project costs to acquisition costs in current renewal projects has been used for these estimates. As indicated in the previous section of this chapter, the ratios from such gross estimates must be adjusted to actual experience, i.e., the total outlays for site improvement and supporting facilities will have to be reduced by the amount of revenue received from land disposition. Again, it must be emphasized that only a frequent and periodic review of actual costs for both the current renewal projects and those proposed will be necessary to evaluate and adjust these preliminary projections.

code enforcement

The major role of housing and zoning code enforcement in achieving neighborhood renewal objectives was emphasized in the Second Interim Report of this Study. It seems appropriate at this time to review some of the earlier considerations governing the evolution and strengthening of the enforcement program as an integral part of the ten-year program. Basically, the emphasis of the code enforcement must shift from the clearance areas, i.e., slum blocks, to the rehabilitation and conservation sections of the City. This has already occurred. In rehabilitation and conservation areas (areas where decline has already set in but where repair and renovation are architecturally and economically feasible), the objective then becomes one of upgrading structural and environmental deficiencies of residential buildings. In the conservation neighborhoods or blocks, this approach would identify the initial signs of blight in otherwise standard, or better than standard, housing and proceed to isolate and eradicate such incipient elements of decline. The



housing and zoning code provisions, as well as the newly promulgated rooming house ordinance, would be marshalled for a maximum renewal impact in non-clearance areas. This emphasis, already developing among City agencies, now needs stronger implementation.

Obviously, for such a program, it will be necessary to recruit and/or train a staff of housing inspectors each of whom should become thoroughly familiar with all the existing building and zoning codes; in addition, each should become a specialist in appraising and evaluating the sources, causes, manifestations, and spread of blight. This kind of inspector is the key to the entire enforcement program. He should be selected and trained to operate effectively, not only on a technical level, and also be able to present renewal and code enforcement objectives to landlords, homeowners, and tenants. He will, of course, make the initial contact, follow up, and refer cases, when necessary, for compliance. The nucleus of such a group of inspectors exists now in the Bureau of Slum Clearance of the Department of Health and Welfare, which has conducted block inspection programs in clearance and rehabilitation areas in Newark since 1947.

It is not the intent of this analysis to develop a detailed plan of enforcement inspection but rather to indicate the magnitude, personnel requirements, and general program of action which could appreciably upgrade Newark's residential communities and halt the further incursions of blight into such areas. Bearing in mind that about 1,180 blocks and 35,450 residential structures in rehabilitation and conservation areas will have to be visited in a "cycle" system of inspections during the next decade and beyond, the following schedule should be considered:

TABLE 5 ESTIMATED VOLUME OF ROUTINE HOUSING CODE INSPECTIONS IN A TEN-YEAR "CYCLE" SYSTEM

	Rehabilitation	Conservation	
		Major	Minor
Number of blocks	430	438	311
Number of structures	12,668	14,289	8,490
Type of inspection	entire building—cellar to attic	principal internal & external features	essentially external—some internal
Number of visits during ten-year period	2	3	4
Number of blocks to be visited in ten years	860	1,314	1,244
Average number per year	86	131	124

Under this kind of ten-year program, approximately 341 blocks will have to be visited each year. It is quite clear that the major man hour "drains" will come from structures in rehabilitation blocks and, to a lesser extent, from the major conservation blocks. The Bureau of Slum Clearance now has an inspection staff of 21 persons engaged in a num-

ber of code enforcement programs which approximate those presented above. These programs have already been redirected and expanded to attain renewal objectives. A block-by-block, cellar-to-attic inspection program in slum (not rehabilitation) areas has been under way in the Bureau since 1950 and considerable experience has been gained in its administration. This kind of detailed inspection procedure has begun to be applied to structures in rehabilitation areas, with an annual inspection rate of about 50 blocks per year. Unless this rate is increased, the inspection program will fall far short of the 86 blocks necessary to meet the proposed workload requirement.

The workload involved in contacting the conservation blocks, identifying the structures which need inspection, and the inspection and enforcement action itself calls for a larger staff than is now available to the Bureau of Slum Clearance. In order to quantify this need, it will be necessary to prepare detailed studies showing the type of inspection needed for rehabilitation and conservation areas, man hour estimates for identifying and inspecting such structures, and problems of follow up. At this time, the City Administration, at the suggestion of the Newark Commission for Neighborhood Conservation and Rehabilitation, is conducting a "pilot" program to identify, contain, and eradicate housing blight in a "conservation" section of the City. Housing inspections and widespread citizen participation are the principal techniques in this effort and the findings are expected to add considerably to the strengthening of code enforcement as a renewal tool.

the six-year capital improvement program

Various kinds of municipal public improvements contribute towards the ultimate success of any renewal effort and, indeed, are an integral part of such an effort. Until recently, Newark did not have a long-range improvement program, making it impossible to examine the sum and constituent parts of all construction needs, as well as their costs, relative importance, and priority. Such a program has recently been initiated and almost all city agencies, commissions, and authorities (i.e., those whose capital needs will be partly or wholly reflected in the capital program) have submitted estimates of their needs for the next six years. These needs have been reviewed by a project conference committee composed of the executive heads of the City's financial agencies and other City departments, have been approved by the Mayor, and are now before the Municipal Council for approval. Recognition of all the continuing capital needs of the City, including its renewal requirements, is hastening the formulation of a capital program and its introduction as a permanent feature of Newark's municipal life.

The capital improvement program can be considered in terms of its two principal components: school needs, and other capital expenditures. It should be pointed out that school requests of the Board of Education, with the exception of those for 1961, have not been itemized. Its 1962-66 capital program is nevertheless expected to total \$23.5 million according to a recent estimate of the Board of Education. While this amount is subject to some change, the capital cost estimate for the Newark School system can be shown as follows:

School	1961 Capital Budget	1962-66 Capital Program
Barringer High School	\$5,500,000	—
Quitman St. School	3,360,000	—
Belmont-Runyon Addition	650,000	—
Madison Junior High School	195,000	—
Avon Avenue Cafetorium	465,000	—
Bergen Street Cafetorium	445,000	—
South 8th St.-Alt. and Add.	2,625,000	—
Miller Street Addition	1,125,000	—
Peshine Ave.-Alt. and Add.	1,125,000	—
Rehabilitation of Schools	945,000	—
Total	\$16,435,000	\$23,575,000

The other major component of the capital improvement program (except current renewal project expenditures) contains the following departmental cost estimates shown for the present budget year and for the next five years of the capital program:

Agency	1961 Capital Budget	1962-66 Capital Program
Department of Health & Welfare	—	\$ 4,970,620
Department of Public Works	—	1,857,200
Bureau of Motors	—	279,800
Bureau of Sewers	\$7,646,000	4,025,000
Bureau of Streets & Sidewalks	—	256,000
Bureau of Traffic & Signals	496,245	1,233,700
Fire Department	760,500	1,720,000
Police Department	879,351	6,527,172
Newark Public Library	103,786	406,027
Total	\$9,885,882	\$21,275,519

For the next six years, the City's capital expenditures will, therefore, be allocated as follows:

School needs	\$40.0 million
Other capital improvements (excluding expenditures for current renewal projects)	\$31.1 million

At this point, City outlays for current renewal projects are omitted because they are closely related with all other aspects of the capital program and will be discussed in a somewhat different context. It was necessary, however, to extend the school and other capital needs shown above from a six to ten-year basis. This estimate was predicated on the assumption that expenditures for the last four years of the decade would proceed at one-half the 1961-66 rate. Many of Newark's capital construction projects, long deferred, will be completed during the next six years, resulting in a somewhat slower pace of construction during the rest of the decade. On this basis, school construction outlays would reach \$53.2 million for the ten-year period and all other capital im-



renewal treatment required

- conservation
- rehabilitation
- pre-clearance
- existing renewal projects

- proposed renewal projects
- proposed unassisted projects
- public housing
- park

- cemetary
- meadowlands—partly developed
- major streets and existing highways

- state proposed highways
- city proposed highways

provements (excluding renewal projects) would amount to \$41.5 million for a total of \$94.7 million.

As indicated earlier, a considerable part of this sum could be allocated to the City's non-cash share of the ten-year urban renewal program, depending upon the nature, location, and timing of the particular school or public work. While this non-cash grant-in-aid feature does not, of course, relieve the City of the financial burdens involved, it makes possible a much broader investment in renewal programs, a very vital consideration, as will be indicated in the "summing up."

TABLE 6 A TEN-YEAR CAPITAL PROGRAM REFLECTING ESTIMATED RENEWAL COSTS—1961-1971

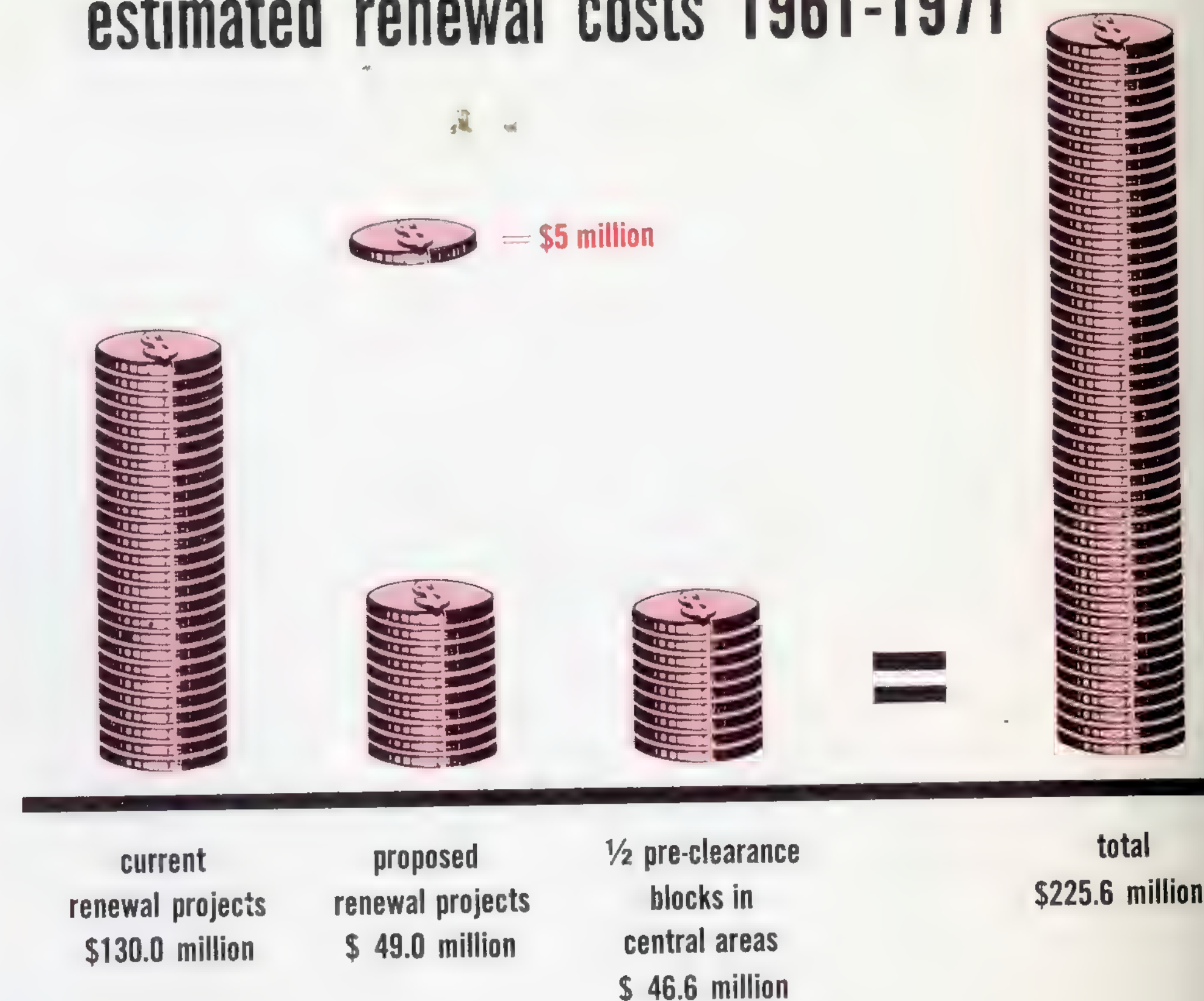
Item	Millions of Dollars
Current renewal projects (net project cost)	\$136.2
Proposed renewal projects (net project cost)	49.0
One-half of the clearance blocks in "central" areas (net project cost)	46.6
Total	\$231.8
Total	\$231.8
City's one-third share	77.3
Ten-year capital improvement expenditures based on estimated need:	
Schools	53.2
Other public Works	41.5
City's one-third share of renewal costs	77.3
Total	\$172.0

the "summing up" of renewal costs

It is now possible to bring together all the items of renewal costs and examine the City's share of the ten-year program. Table 6 summarizes these costs and indicates a total of \$231.8 million with current renewal programs as the single largest component. The City's one-third share of this total, \$77.3 million, represents a direct investment in the renewal program for at least the next decade. This is equivalent to a per capital cost of less than \$20 a year for each resident of Newark. It makes possible, however, an almost complete elimination of all slum areas and their replacement with new and planned facilities, structures, and communities; a basic and significant improvement of existing neighborhoods; an effective halt to the spread of housing blight and the large scale start of an industrial renewal program.

Two striking facts emerge from this analysis. The first is that total renewal costs would equal an unprecedented sum of \$231.8 million in the decade ahead. In the light of the City's borrowing capacity and its other capital needs for the next ten years, this program would entail

estimated renewal costs 1961-1971



an impossible burden if the City were not assisted by Federal funds. Therefore, Federal aid will have to remain a fundamental feature of the City's renewal program. The second fact is that, even with Federal assistance, the City's one-third share, \$77.3 million, will still account for 45 per cent of total estimated capital expenditures.

The City, however, need not meet its one-third share in the form of cash contributions but can absorb all or part of this cost by being "credited" with capital works as non-cash grants-in-aid to renewal projects. In effect, the \$77.3 million is made part of the school and other public works activity. In doing so, the City meets its one-third share by such capital facilities as new or modernized schools, hospitals, libraries, playgrounds, and a variety of other public improvements which are judged necessary for its developmental needs. While there are some Federal limitations as to what projects and what proportion of each project can qualify as non-cash grants, over a ten-year period and for the City as a whole, each dollar of City capital construction must be made to obtain two additional dollars of Federal renewal funds. Indeed, there can be no alternative to making the six-year capital improvement program an integral part of the renewal effort. Clearly, all capital improvement items must be considered and evaluated in the light of their intrinsic and financial relationship to the community and the renewal area of which they are a part, and the maximum number should be made to qualify as non-cash grants-in-aid.

3. industrial renewal — possibilities and programs . . .

a long overdue program that examines the needs
of newark's industrial areas

A continuing program for the renewal of blighted industrial areas in Newark properly begins with an estimate of future land and floor space needs for manufacturing, wholesaling, and other industrial activities. Such a projection helps to relate the requirements of a renewal program to foreseeable economic needs of industry, and involves an inquiry into employment trends, changing technology as it affects space requirements (availability of land and floor space needs), industrial location patterns, and similar factors. Although this type of study was made recently for the Central Business District, no such analysis and projection exists for the entire City of Newark.

In identifying the major industrial development and renewal in the City, two approaches are clearly indicated: the first involves the clearance of industrial blight and deterioration which has developed in a number of the City areas; the second proceeds with industrial construction on vacant land, mainly in the Meadowlands. Both phases of this industrial renewal program should be initiated in the next decade, but it is the concurrence of the Demonstration Study that the former needs urgent attention. The basic objective of industrial renewal in Newark will be to identify the areas of most acute blight and obsolescence and to effect such improvement that deterioration may be arrested and the entire renewal area returned to a physical, economic, and visual asset for the City and neighborhood. If this is accomplished by land assembly, clearance, and resale to private developers (the

current procedure), a beneficial by-product will result — existing plants will be tied more closely to Newark and new establishments attracted by the availability of advantageously located, cleared land.

Vacant industrial land now exists in Newark, especially in the Meadowlands, and it may very well be cheaper for the City and private developers to “prepare” this land for use, rather than to acquire and to clear existing, developed land. If immediate costs were the only consideration, this would indeed make economic logic, but the industrial renewal program envisioned by this Study aims at eliminating a process and condition of decay which, if left unchecked, would have ultimately a disastrous effect on the economic base of the City.

Thus, while industrial development of vacant land should be planned and encouraged, at the same time a powerful impetus should be given to the acquisition, clearance, and redevelopment of blighted industrial tracts.

the industrial eastern “wall”

Four districts of industrial concentration have been delineated in the City, i.e., Frelinghuysen, The Ironbound, Meadowlands, and the Passaic River area. These form an eastern “wall” for the City and reflect the advantages of proximity to New York City, the Hudson and Passaic

Delineating built up areas for industrial renewal



TABLE 7 NUMBER OF INDUSTRIAL STRUCTURES, LAND COVERAGE AND VALUE, BY INDUSTRIAL DISTRICTS IN NEWARK, 1957

District	Number of Structures	Lot Coverages (Millions of sq. ft.)	Value of Industrial Structures (Millions of Dollars)
Frelinghuysen	669	11.5	\$ 36.3
The Ironbound	1,420	15.9	41.2
Passaic River	777	14.6	27.9
Meadowlands	755	36.5	23.5
Remainder of City	3,647	19.6	91.2
Total	7,268	98.1	\$220.1

SOURCE: Real Property Appraisal for the Newark Department of Revenue

Rivers, the major railroad and highway lines, and the availability of vacant land (map, page 37).

In 1957, Newark's industrial plants comprised 7,268 structures (factories, warehouses, terminals, and other buildings) which were appraised at \$220.1 million. Together with the value of land, they totaled \$274.2 million and occupied 2,254 acres. The districts differed considerably in a significant number of "inventory" features, such as number and value of structures, age, condition of buildings, amount of vacant land, and degree of residential-industrial mixed land uses. For example, the Frelinghuysen district can be considered the best and most functional of all five. With the highest average value per industrial building (\$54,260), this district has the least residential-industrial mixture, the newest structures, and the smallest number of heavily deteriorated factories and warehouses. The Ironbound, on the other hand, presents a considerably different picture. While most of its industrial plants are much smaller than those in the Frelinghuysen district and land coverage is higher, some large establishments, notably the Ballantine Brewery Co. and the Celanese Corporation are located within The Ironbound. Some of the oldest industrial buildings in Newark are situated here, and the street pattern is narrow, heavily traversed, and generally unsuitable for use by large trucks. Yet, its basic and most characteristic feature is the unusually mixed composition of its land uses. The Ironbound industrial district surrounds an old, established, and quite stable residential section, while within the industrial portion itself there exists a substantial number of housing structures which have deteriorated mainly as a result of their contiguity to the factory environment.

The Passaic River district, with nearly 800 industrial structures, is essentially a thin strip of shore stretching along the Passaic River from the northern section of The Ironbound to the northern boundary of Newark. It contains slightly more industrial buildings than the much larger area of the Meadowlands. These buildings are old structures, many having been built more than 50 years ago. They have also a high density of land coverage and, in this respect, the Passaic River district resembles The Ironbound more than any of the other industrial sections.

It is in the Meadowlands that Newark has its major reservoir of vacant land, and the problems inherent in the development of such land are discussed in a later section of this chapter. The Meadowlands district occupies 5,858 acres and at its peripheries are an intricate and vast network of criss-crossing railroads, highways, and viaducts. Most of this land area is currently in marshes and, therefore, not available for immediate development. However, its 755 industrial structures (1957) plus the Newark Airport and Port Newark developments are the major built-up features of this large industrial complex. The latter handled a total of almost four and a half million tons of cargo in 1960, and is experiencing rapid employment and payroll rises. This increased economic activity will probably continue upward as 635 additional acres of marsh land are put to use after completion of the second port channel now under construction by the New York Port Authority. This project is scheduled to double the capacity of the present pier facilities.

The "remainder of the City" is, of course, not an industrial district, but its industrial blocks scattered in residential areas represent an important component of the total industrial picture in Newark. As shown in Table 7, half of all industrial structures in the City are located in these scattered blocks, with the largest concentration along the railroad spur of Jeliff Avenue. While they occupy considerably less than half of the industrial land, these structures comprise almost 41 per cent of the value of all industrial buildings in Newark.

the quality of the industrial stock

In the discussion dealing with the delineation of industrial renewal areas, it was indicated that the final net condition percentage served as a basis for such selection. These scores, a measure of the structure's physical condition and degree of functional obsolescence, were averaged for each predominantly industrial block (table 8).

TABLE 8 STRUCTURAL CONDITION OF INDUSTRIAL BUILDINGS IN NEWARK BY BLOCK AVERAGES—1957

		Block Scores					
		80 & over	70-79	60-69	50-59	40-49	39 & under
Frelinghuysen	Number	12	6	15	13	6	0
	Per cent	23.1	11.5	28.9	25.0	11.0	0
The Ironbound	Number	4	22	45	28	15	4
	Per cent	3.4	18.6	38.2	23.7	12.7	3.4
Passaic River	Number	9	18	14	12	11	5
	Per cent	13.0	26.1	20.3	17.5	15.9	7.2
Meadowlands	Number	6	6	6	10	4	1
	Per cent	18.2	18.2	18.2	30.3	12.1	3.0
Rest of City	Number	3	23	32	41	24	4
	Per cent	2.4	18.1	25.2	32.3	18.9	3.1
Total	Number	34	75	112	104	60	14
	Per cent	8.5	18.8	28.1	26.1	15.0	3.5

SOURCE: Real Property Appraisal for the Newark Department of Revenue
Newark Central Planning Board

The block scores ranged from 0-100 with the quality of the structures improving as the values increased. Fully 18 per cent or 74 of the 399 industrial blocks in Newark obtained a score lower than 50 per cent, indicating that most of the structures in these blocks were seriously dilapidated. Somewhat more than half of the blocks were in the 50-69 per cent range, a condition requiring varying degrees of structural improvements, while 27 per cent had a score of 70 or higher, generally indicating good or excellent structural and functional industrial quality.

The geographic distribution of the block condition scores should provide an important, though not exclusive, guide to the areas of potential industrial renewal and to the nature of the appropriate action, i.e., clearance, rehabilitation, or conservation. Table 8 indicates that the Passaic River district has the greatest proportion of industrial blocks

with a score below 50 per cent. Fully 23.1 per cent of all blocks in that district contain factories, warehouses, and other industrial buildings that are structurally deficient in some major respects. This is followed by The Ironbound and Meadowlands each with about 15 per cent of their industrial blocks in the under 50 per cent group. (The distribution in the latter district is based on a small number of blocks, since the Meadowlands is a very large area with relatively few block subdivisions.) Frelinghuysen stands out as the district with the smallest proportion (only 11 per cent) of deteriorated industrial blocks, and none in the lowest category. In the rest of the City, a relatively high proportion of industrial blocks are below standard in quality, making it doubly necessary to initiate and carry out a program of eliminating or minimizing industrial uses in residential areas and residential uses in industrial areas.

It should be noted that some limitations are inherent in the industrial block scoring system. For example, the industrial block score does not include an evaluation of environmental aspects, such as degree of mixed land uses, existence or adequacy of off-street parking and loading, proximity to rail or highway routes, room for plant expansion, and similar factors. These aspects are external to the structure itself, but contribute to its quality or condition. The limitations have been recognized and evaluated by this Demonstration Study. On the basis of limited field surveys, it was found that the basic validity of the scoring system as an important guide to area selection and delineation was not negated by the limitations.

private industrial investment and growth

Industrial construction in Newark during the past ten years totaled approximately 5.1 million square feet in 364 structures, according to

building permit data from the Division of Inspections, Newark Department of Health and Welfare. This substantial volume of new factory, warehouse, and miscellaneous industrial building activity was almost equally divided between the rest of Newark and the Port Zone, where close to 2.4 million square feet (almost entirely in warehouses) were erected.

Although no major employment changes have occurred in Newark during the past decade, it is believed that the creation of new and modern facilities does much to upgrade the existing industrial inventory, helps anchor manufacturing, transportation, and warehousing activities closer to Newark's economy, and provides needed room for industrial expansion. More than any other single index, the significant volume of "unassisted" industrial construction during the past decade indicates a strong market for vacant land. Industrial renewal is likely, therefore, to proceed under favorable market conditions as far as the resale of cleared land is concerned.

The volume of construction of warehouse and storage space has led all other types during the past decade. As indicated in Table 9, 177 warehouses with 3.2 million square feet were built, compared with 90 factories involving 1.2 million square feet. If the Newark Port operations were excluded, this disparity would disappear and the amount of factory and warehouse space constructed would be almost equal, i.e., between 1.0 to 1.2 million square feet. Another important factor in the post war industrial picture has been the substantial amount of construction of industrial buildings which are neither factories nor warehouses. These are shown in Table 9 as "others" and include a large variety of structures, such as industrial utility buildings, truck terminals, etc. Almost 100 buildings of this type have been constructed since 1950 with a total of 616.5 thousand square feet.

TABLE 9—NUMBER AND ESTIMATED SQUARE FEET OF INDUSTRIAL BUILDINGS CONSTRUCTED IN NEWARK—1950-1960

District	Factories		Warehouse-Storage		Other*		Total		Per Cent of Total Sq. Ft.
	Number	Est. Sq. Ft. of Floor Space (in thousands)	Number	Est. Sq. Ft. of Floor Space (in thousands)	Number	Est. Sq. Ft. of Floor Space (in thousands)	Number	Est. Sq. Ft. of Floor Space (in thousands)	
Frelinghuysen	19	560.1	24	400.5	17	63.0	60	1,023.6	20.2
The Ironbound	19	150.5	14	52.6	24	166.5	57	369.6	7.3
Meadowlands (except Port Zone)	14	108.6	32	249.3	18	92.8	69	450.7	8.9
Meadowland Port Zone	—	—	17	2,210.4	14	159.2	31	2,369.6	46.7
Passaic River	19	247.9	27	87.4	11	38.5	57	373.8	7.4
Scattered	19	127.8	58	258.4	13	96.5	90	482.7	9.5
TOTAL	90	1,194.9	177	3,258.6	97	616.5	364	5,070.0	100.0

*"Other" category includes a wide variety of building types that are neither factories nor warehouses, i.e., industrial utility buildings, truck terminals.

SOURCE: Newark Department of Health & Welfare Division of Inspections



The new look in factory construction

In terms of over-all construction volume, the Port Zone led all other districts in Newark. Close to half of all industrial space was erected there, but this was entirely in warehouse structures. Its specialized port and shipping activities clearly call for major warehousing operations, and there can be little doubt that the expansion of such buildings and facilities is likely to continue during the next decade. Even though real property in the Port Zone is not subject to Newark's tax collection, the burgeoning wholesale, shipping, and construction activities at the Port will inevitably have a "spill-over" effect on the rest of the City and the region itself.

Frelinghuysen ranks as the district with the second greatest volume of post war industrial construction. Slightly more than a million square feet of industrial floor space was built there, accounting for 20 per cent of all such construction in Newark. It far outpaced the rest of the City in factory construction, however, with half a million square feet or 47 per cent of the City's total. Not only did the Frelinghuysen and Meadowlands district account for two-thirds of all post-war industrial construction, but they also were the sites of the larger, new factories, warehouses, and similar structures. The average size of all the industrial buildings constructed since 1950 was 17,000 square feet in Frelinghuysen and 28,200 square feet in the Meadowlands, compared with 6,500 square feet of floor space in The Ironbound and 6,600 in the Passaic industrial district. The latter two areas have been keeping pace with the other districts in terms of the number of buildings constructed but are showing a marked specialization in attracting the smaller firms. Since almost all available criteria point to the fact that industrial renewal should be undertaken in parts of the Passaic River and The Ironbound districts, it is around the smaller industrial space users with their special needs and requirements that assisted renewal will probably have to be oriented.

It is evident that private capital is attracted to the industrial investment possibilities of Newark. This investing has taken place without

such governmental assistance as land write-downs, rapid amortization, especially favorable financing terms, or other similar incentives. Nevertheless, this development stops far short of the renewal possibilities which are desirable, indeed essential, for continued economic growth. This is corroborated by the fact that there has been little demolition of older industrial structures as a concomitant of new building construction.

Private developers, until now, have favored vacant land for industrial sites and have given little consideration to the acquisition and clearing of dilapidated industrial areas. As a matter of fact, such a community service appears extremely scant in terms of present and future profit limitations, unless the efforts are supported with the aid of public tools and incentives. This Demonstration Study presents a program for industrial renewal including land write-downs for a deteriorated industrial area in The Ironbound. Recently, State legislation has been adopted which can offer substantial tax abatements to builders of new residential, commercial, and industrial structures. It is along these and similar lines that private capital may be induced to play a leading role in the renewal of industrially obsolete areas in Newark.

the challenge of industrial relocation

Industrial renewal in Newark will, in a sense, be complicated by the fact that a substantial number of factories, warehouses, and other industrial buildings are located in downtown areas slated for demolition and redevelopment. An estimate, based on the real property appraisal of 1957, indicated that about 1,000 industrial structures, containing 5.5 million square feet, are operated in officially designated urban renewal areas. While it is not possible at this time to specify which structures will be cleared, it is apparent that large scale industrial relocation is inevitable in the next ten years and must be considered within the City's renewal framework.

The relocation of centrally located industrial concerns raises a number of pertinent issues. In the first place, some of these concerns are marginal operations and may be expected to go out of business rather than face the necessity of making a major locational decision. Most, however, will continue to do business and will seek new space, either

Factory near the C.B.D.



in or near Newark. These establishments tend to have specialized requirements as to rent, amount and type of floor space, and similar needs which must be taken seriously into account in planning for industrial renewal areas. If their needs can be met as to location, space, and rent, the chances for a successful clearance and redevelopment program become considerably enhanced.

Although it is clear that the needs and requirements of such industrial firms should be carefully examined, little factual information about them exists. The Study staff, in cooperation with the Bureau of Municipal Research and the Newark College of Engineering, undertook a survey of centrally located industrial firms in order to determine the basic operating features and characteristics of these establishments, i.e., their size as measured by employment and floor space, origins and destinations of incoming and outgoing products, economic linkage with the C.B.D., method of shipment, rental level, parking problems, and loading facilities. From this information, it was possible to draw tentative conclusions regarding the kind of industrial space which would be suitable for their needs in the event they had to relocate. A significant by-product of this survey established the degree to which these firms were linked economically and functionally to Newark's downtown area.

For this survey, blocks were selected with geographical locations sufficiently varied to be representative of the C.B.D. All were slated for redevelopment. Involved were a total of 59 manufacturing firms, 22 wholesalers, and 12 "other" establishments. There was no concentration of any particular type of enterprise, although printing firms were the most numerous. Furthermore, no particular size group dominated, even though it was quite obvious from the findings that the smaller industrial firm tends to locate and do business in or near the C.B.D. For example, 40 firms (45 per cent of those submitting employment information), engaged less than 10 workers, and only three employed more than 100. By the same token, the typical centrally located establishment was a small space user. Thirty-four firms conducted business in less than 5,000 square feet and 22 in loft and factory space used between 5,000-10,000 square feet. About 70 per cent of all firms

TABLE 10 EMPLOYMENT AND FLOOR SPACE—UTILIZATION OF A SAMPLE OF INDUSTRIAL FIRMS IN THE C.B.D.—1960

Employment Size	Number	Per Cent	Square Feet of Floor Area	Number	Per Cent
Less than 5	25	28.1	under 5,000	34	41.5
5 - 9	15	16.8	5,000- 9,999	22	26.8
10 - 24	23	25.8	10,000-24,999	20	24.4
25 - 49	11	12.4	25,000-99,999	4	4.9
50 - 99	12	13.5	100,000 and over	2	2.4
100 and over	3	3.4			

SOURCE: Demonstration Study Field Survey of 93 industrial firms in C.B.D.

in the sample utilized less than 10,000 square feet for their manufacturing and wholesale activities.

The preponderance of C.B.D. industrial firms rented their floor space (65 renters as against 24 owners), and while none were questioned about future plans to rent or own, it is highly likely that in the event of relocation most will seek rental space.

TABLE 11 YEARLY RENTAL PER SQUARE FOOT OF FLOOR SPACE OF A SAMPLE OF INDUSTRIAL FIRMS IN THE C.B.D.—1960

Rentals	Number	Per Cent
Less than \$0.25	3	6.5
.25 - .49	7	15.2
.50 - .69	10	21.7
.70 - .89	11	23.9
.90 - 1.25	13	28.3
\$1.25 and over	2	4.4
Median	\$0.72	

SOURCE: Demonstration Study Field Survey of 93 industrial firms in C.B.D.

A median rent level at 72¢ per square foot is probably the result of two countervailing forces: the high rent "push" of relatively valuable downtown space and the low rent "pull" of generally old and inefficient structures. While no precise comparison exists with other central city or nearby urban areas, the Newark level seems highly competitive with industrial rentals in nearby communities. In Philadelphia, for example, a recent survey for the City Planning Commission indicated that firms in and near the central area are paying between 60¢ and 75¢ per square foot. Studies of some counties in the New York metropolitan region indicated an average of 73¢ for loft space in Westchester-Fairfield, and 78¢ in a sample of firms in Bergen, Essex, and Hudson Counties. Rents in Manhattan, Queens, and Nassau-Suffolk, however, tended to be considerably higher on a square foot basis.

The findings revealed that many of the industrial establishments in the survey had little, if any, economic linkage to the C.B.D. and that their location in this central area sharply aggravated the already complicated problems of traffic, transportation, employment density, and efficient handling of goods. For example, only 22 firms stated that more than half of their shipments are destined for downtown Newark. On the other hand, 66 indicated that they ship more than half of their products out of the City. The same is essentially true of incoming materials, so that from the point of view of proximity to suppliers and customers, no advantage is derived from their downtown location; in fact, the economic orientation of many of these firms is clearly away from the center. Another revealing (though certainly not conclusive) bit of evidence is the fact that 37 of the 88 respondents indicated that only infrequent face-to-face contacts with customers are required in the conduct of their business. Yet, such contacts are generally recog-

nized as a prime need and characteristic of centrally located business firms.

Despite the fact that the movement of goods becomes inordinately complex in the C.B.D., most firms in the sample use trucks as the major vehicular conveyor of their incoming material and outgoing products. Thus, 66 companies ship via truck, 26 use small delivery vehicles, and 18 use parcel post. Only eight firms transport via railroad. Incoming goods also arrive mainly by truck, i.e., 80 firms receive shipment in this manner while other modes are considerably less utilized.

The presence of large trucks in the narrow, heavily traversed streets of downtown Newark should be discouraged as much as possible. When it is realized that approximately 43 per cent of all downtown industrial firms have no off-street loading facilities and that many firms receive and ship several times a day, the appropriateness of central locations for industries should certainly be questioned.

There can be little doubt, therefore, that many industrial firms currently located in and near the C.B.D. need not occupy such prime, central space. This is as true from the viewpoint of a well functioning traffic and goods movement pattern as from the economic considerations of the individual business unit itself. Even before the pressure of current renewal project demolition begins to make itself felt in these areas, the City of Newark should be prepared to meet the needs of these industries with reasonably priced rental space elsewhere in the City. While the need from these industries will certainly not be the sole or even the major component of the demand for industrial land, it will undoubtedly constitute a significant impetus for industrial renewal.

the central ward industrial renewal project area

The Central Ward (Light Industrial) Project Area represents the City's first Federally assisted industrial renewal effort. Originally delineated several years ago, this area of 53 acres falls on both sides of the Pennsylvania Railroad spur running adjacent to and parallel with Jelliff Avenue into the heart of the City's Central Ward. It has recently been proposed to extend its area southward to include all the land bounded by 17th Avenue on the north, Watson Avenue on the south, Bergen Street on the west, and Belmont Avenue on the east. This extension more than doubles the size of the original project area.

It is intended to develop part of this area as a planned industrial district, while those sections furthest from the railroad spur and the proposed Mid-Town Distributor might be redeveloped ultimately for residential re-use. As indicated in the discussion of the Belmont Community in Chapter 8, much of this area contains a high proportion of substandard residential and industrial buildings whose haphazard inter-mixture acts as a basic deterrent to neighborhood development. Some manufacturing establishments will probably not be demolished since they operate in relatively new, modern structures. Since the proposed Mid-Town Distributor will practically coincide with the eastern boundary of the project area, the land between this major highway and the railroad spur will be most advantageously suited for industrial



Rehabilitation can be applied to industry too—new loading berths

re-use in terms of rail and highway access.

In view of the fact that the Central Ward Project Area is surrounded by residential neighborhoods, it will be redeveloped for light industry only, so that excessive noises, odors, truck movements, etc., will be minimized. Some of the locally displaced industrial establishments will be able to purchase or rent the newly created space, while firms that are faced with relocation from other areas of the City will also seek space here. In this sense, the project area will serve some of the expansion and relocation needs of manufacturing and other industrial establishments affected by renewal plans and programs throughout the City.

Approximately 1,200 families will be relocated from the project as originally defined. This, however, is a very tentative and minimum estimate and does not include the families residing in the extended area below Avon Avenue, the southern boundary of the original project delineation. Similarly, the estimated net project costs for the original area will total about \$11 million but this estimate is also subject to revision as the extent of land acquisition becomes more definitely known.

the proposed ironbound industrial project area

Based on the needs for industrial relocation and plant expansion, and taking into account the structural criteria developed in this Demonstration Study, it is recommended that the mixed residential-industrial area in the southwestern portion of The Ironbound be designated as an industrial renewal area and be given a high development priority in the next decade. Since this renewal project will involve a considerable amount of structural clearance, it is also recommended that Federal assistance, for which it undoubtedly qualifies, be actively sought. This proposed project area and the current light industrial area in the Central Ward should represent the City's major industrial renewal effort within built-up areas.

The area delineated for this renewal effort is part of the larger Ironbound-Southwest project which is discussed in Chapter 8. This indus-

trial section is bounded by Johnson Street on the north, by Wright Street on the south, by Avenue C on the east, and by the Pennsylvania Railroad on the west. Its 25 blocks cover approximately 62 acres, excluding streets. It is, moreover, completely surrounded by predominantly industrial areas in The Ironbound and tied economically to all other parts of the region by the Pennsylvania Railroad and McCarter Highway which form its western boundary. The mixed character of this section of The Ironbound is readily apparent. About 60 per cent of all its land is occupied by industrial structures, principally factories, warehouses, and truck and railroad terminals. There are 259 such buildings (compared with 347 residential structures) covering 816,600 square feet of land area. While the industrial character of this area clearly predominates in terms of land uses and values, it is estimated that approximately 2,000 people dwell here and that about 670 families would be displaced by industrial renewal. The vacant land (181,000 square feet) falls generally into two categories: parking lots adjacent to plants and factories, and scattered vacant parcels. The latter have been unoccupied for a considerable period of time and are unable to attract either residential builders or industrial developers because of the unfavorable, declining character of the neighborhood. As a matter of fact, 71 structures or 10 per cent of all buildings in the proposed project area were vacant in 1957, attesting to the extent of area decline and obsolescence.

TABLE 12 LAND UTILIZATION AND TYPES OF STRUCTURES IN SECTION C OF THE IRONBOUND-SOUTHWEST PROJECT AREA

	Amount of Land (in thousands of square feet)		Number of Structures	
	Amount	Per Cent	Number	Per Cent
Residential and mixed	816.6	30.4	347	49.2
Commercial	35.3	1.3	18	2.5
Industrial	1,561.6	58.2	259	36.7
Institutional	90.4	3.4	11	1.6
Vacant	180.9	6.7	71	10.0
Total	2,684.8	100.0	706	100.0

SOURCE: Real Property Appraisal for the Newark Department of Revenue

Very little new construction of either residential or industrial buildings has taken place in this part of The Ironbound. Many buildings can be dated to the turn of the century, with a substantial number being much older. One result has been the sharp inroads of blight, particularly into the housing structures which are now unmistakably substandard. Most of the blocks with residential structures fell into the clearance category while the predominantly industrial blocks scored somewhat better. It should be pointed out again that these block scores are averages of the condition of individual structures and, therefore, indicate a general level of quality.

The program of acquisition and clearance in this area will involve a considerable amount of residential land and structures due to the fact that so many buildings are clearly substandard. A study based on detailed property evaluations in the 1957 appraisal survey for the Newark Department of Revenue, indicated that structures containing 670 dwelling units were suitable for demolition. This would make available approximately 687,700 square feet of land or almost 85 per cent of all residential land in the renewal area.

The acquisition of industrial buildings for clearance, however, is not likely to be as extensive. As indicated earlier, the quality of industrial structures is somewhat better than the residential buildings. Clearance is obviously to be recommended for the more obsolescent ones, but it will also be necessary to consider the acquisition and clearance of smaller plants and factories which have not entirely outlived their usefulness, so that larger tracts can be made available for industrial redevelopment. Thus, it will be important to examine carefully not only the quality and usefulness of specific structures, but also such related factors as their accessibility to major highways, off-street parking and loading needs, noise, smoke, dust, the availability of adjacent vacant land, and similar considerations. Adopting the more limited approach of acquiring and clearing only those industrial structures that are substandard, a total of approximately 900,000 square feet of residential, commercial, and vacant land could be assembled for redevelopment. This should be considered the minimum in the light of Newark's redevelopment needs.

The creation of a planned industrial park in this section of The Ironbound will serve a number of significant purposes. In the first place, it will eliminate a thoroughly dilapidated and substandard residential area located in the center of a large industrial complex. Secondly, it will clear a number of obsolescent industrial and commercial buildings that are acting as a deterrent to current and future development. Preliminary data indicates that such a program of clearance and renewal will make available a minimum of 800,000 square feet of industrial floor space. This will make possible the expansion of existing larger plants in the area and the relocation of some of the industrial firms faced with the necessity of moving from the central business district in the near future.

Preliminary acquisition cost estimates for land and buildings in this proposed project area have been developed as follows:

Value of land	\$ 574,700
Value of residential and "mixed" buildings	1,777,300
Value of industrial and commercial buildings	1,146,000
Total	\$3,498,000
Adjustment factor	(1.4)
Estimated acquisition cost	\$4,897,200

These estimates are based on the appraised value of dilapidated structures including land as determined by the 1957 property valuation for the Newark Department of Revenue. Adjusted by an average factor reflecting acquisition costs, they indicate an approximate cost of \$245,000 per acre.



Open land for industrial development

In terms of land and floor space suitability, this area would be attractive to the smaller industries which do not require extensive space in their manufacturing process, but which find it advantageous to be near the core of the City. Metal product fabricating, some apparel manufacturing, and warehousing and truck terminals are currently located in this area; these will form the bases for future industrial rentals and ownership. A new street pattern designed for extensive truck traffic and oriented towards McCarter Highway and the Pennsylvania Railroad will serve the transportation needs of this proposed industrial park.

the development of the newark meadowlands

Industrial development problems of a wholly different nature face the City of Newark in the Meadowlands area. This largely vacant, marshy area covers approximately 2,500 acres north of the Zone Line of Newark Port and Airport and possesses locational advantages which are regional and national in scope. It is located in the midst of one of the finest transportation complexes in the world with all types of major transportation facilities available. Its proximity to New York, Newark, and the industrialized portion of the bi-state metropolitan area, places it at the heart of one of the nation's major industrial markets. Another outstanding advantage is the fact that sufficient land in large quantities can be made available for any type of industrial operation. Coupled with a large pool of skilled and unskilled labor, an excellent Newark water supply system, and the proximity of Newark's financial institutions, research facilities, universities, and other professional services, the Meadowlands area is the logical focus for a large scale major industrial program.

The Newark Economic Development Committee for the past several years has examined the obstacles to industrial development of this area and has begun to formulate a program for overcoming them. The findings of this Demonstration Study concur with the Committee's renewal objectives and the preliminary steps taken towards their realization. The Study recommends that industrial planning and development of this area become an integral part of the renewal effort of the City. In this connection, the Planning Board Staff proposes to continue the developmental studies initiated by the Newark Economic Development Committee and shortly will apply for Federal assistance for public works and planning studies necessary to the development of the Meadowlands.

While the economic gain and the impact of large scale industrial development on all facets of Newark's growth are certain to be far reaching, the studies of the Newark Economic Development Committee have highlighted the following impediments to the Meadowlands development:

1. Up to recently, the absence of a long-range planning control;
2. Poor soil condition and the need for land stabilization prior to industrially developing the land;
3. Existing piecemeal development and speculation in land;
4. Faulty and irregular lot sizes which do not lend themselves to proper industrial development;
5. Diversified land ownership;
6. Inadequate public utilities and other necessary facilities.

It is apparent that only a public agency, with the power of eminent domain, can assemble the land economically and prepare with the Planning Board long-range comprehensive plans for the organized



industrial construction 1950-60, and proposed industrial renewal areas

development of the Meadowlands. In addition to the acquisition of publicly and privately owned land, the agency will also negotiate with the railroads in order to include their extensive Meadowland holdings within the framework of the development plan. While the City itself can assume this development role directly, it also has the alternative of naming an existing body or creating a new one to serve this function.

Due to the almost open character of this large land area, Federal assistance here will be considerably more limited than in renewal project areas elsewhere that are "built-up." For example, only a relatively small segment of the Meadowlands might qualify for Federal grants under the eligibility provision for non-residential areas that are either built up or predominantly open. The overwhelming part of the Meadowlands, however, is completely open and unused. These sections can qualify for loans and advances, but not for capital grant assistance. Furthermore, both loans and advances for projects of this type may not exceed 2½ per cent of the estimated gross project cost of the "assisted" renewal projects in Newark. It is important, however, to note that Federal advances and loans for this kind of renewal assistance will undoubtedly have the effect of stimulating and encouraging private investment in the Meadowlands.

The development of 2,500 acres represents an extremely difficult task if the entire area were treated in one operation. For this reason, consultants to the Newark Economic Development Committee have grouped the Meadowlands into six segments (map, page 37) based on a number of geographic, land use, and transportation factors. These six sections are:

Section	Acres	Extent of Land Development
1 — Northwestern	320	most developed — least amount of open land
2 — Northeastern	400	mostly open land
3 — Western	450	partially developed
4 — Central	300	almost entirely open
5 — Eastern	300	generally developed — some vacant land
6 — Southern	700	mostly open land and owned by railroads

The delineation of these areas as the basis for current and future industrial planning will allow the City to take maximum advantage of Federal assistance and reduce the magnitude of redeveloping the Meadowlands. In this connection, the Newark Economic Development Committee has prepared a pilot study for Section 3 bounded by the Central Railroad of New Jersey on the north, New Jersey Turnpike on the east, the Lehigh Railroad on the south, and the Pennsylvania Railroad on the west.

Common to all six delineated sections of the Meadowlands are the problems of soil stabilization and the extension of new public facilities. Little or no comprehensive industrial development or planning is possible without preparing the land to sustain varying loads of factory, terminal, or warehouse structures and creating a minimum network of streets, water, gas, electrical, and other utility lines even prior to industrial construction. Stabilization of the land has been the major stumbling block to the development of the Meadowlands, but the cumulative engineering experiences in various parts of the Meadowlands have indicated that this problem can be solved. The Meadows are a geological formation consisting of deposits of mud and silt varying in depth from a few feet to several hundred feet. The treatment necessary for soil stabilization will depend on a combination of two factors; namely, the depth of the muck and the load on the reclaimed land. Costs of soil stabilization will also vary in relation to these factors and previous engineering studies have concluded that such costs can range from 30 to 85 cents per foot. On this basis, plus the estimates of land acquisition, cost of utilities, and street pavings, it is possible to arrive at a cost estimate per acre of vacant land in the Meadowlands. It must, however, be kept in mind that these are average figures and do not represent extreme cases:

	Cost per Acre
Estimated existing land value	\$ 8,000
Estimated cost of land stabilization	13,000
Estimated cost of utilities and street pavings	17,000
Total cost of site preparation	38,000
Ten per cent contingencies	3,800
Total gross cost	\$41,800

The cost of preparing vacant land for industrial use could, therefore, vary from \$1.25 to \$1.50 per square foot assuming that 25 per cent of its area will, on the average, be used for streets and railroad right of way. It is significant to note that this estimated cost is considerably lower than the acquisition of occupied industrial land in Newark and compares favorably with costs of similar open land elsewhere in the metropolitan area.

conclusion

Industrial renewal in Newark, therefore, must proceed under two parallel programs in order to achieve maximum effectiveness; one will seek to realize the industrial potential of the Meadowlands which, today, remains one of the largest and most strategic areas of open land in the region; the second, to replace industrial slums and blight in the older, built up areas of the City with efficiently planned industrial sites and parks. The renewal gains from both programs will result in the economic, physical and functional growth of the City.

4. the impact of residential relocation . . .

planning for families directly affected by all phases of the renewal program

Perhaps the most complex of all renewal problems in Newark is the relocation of families caught up in the sweep of clearance. A conservative estimate of the volume of relocation generated by such activities in the next decade is about 31,400 families (Table 13). The ability of the City to meet this task in an orderly and humane manner will be a fundamental measure of its success in achieving renewal goals. If a ten-year limitation were put on the renewal program, a substantial increase over the 1950-1960 housing construction rate would be required to make redevelopment possible. However, the renewal program is envisaged as a continuing one and even though a ten-year yardstick is employed in this analysis, it is realistic to assume that more than a decade will be needed to relocate all families affected by the various phases of the renewal program.

The estimate of 31,400 families, (about 25 per cent of Newark's population) is based on a number of public programs now underway or expected to get underway in the next ten years. It does not include an estimate of doubled-up families; relocation due to private demolition of structures, fires, and other accidents; demolition for schools and other public buildings; and relocation of families who attain over-income status in public housing projects. Moreover, it assumes a low, rather than a high, amount of relocation due to housing code enforcement. The ten-year estimate is, therefore, a minimal figure and its major components can be shown as follows:

**TABLE 13 ESTIMATED NUMBER OF FAMILIES TO BE RELOCATED
BY TYPE OF RELOCATION, 1961-1971**

<u>Programs</u>	<u>Families</u>	<u>Per Cent of Total</u>
Current Renewal Projects	11,200	35.7
Proposed Project Areas	5,100	16.2
One-half of remaining pre-clearance blocks in downtown area	4,000	12.8
Proposed Expressways	7,300	23.2
Code Enforcement	3,800	12.1
Total	31,400	100.0

SOURCE: Newark Central Planning Board

current renewal sites and remaining pre-clearance blocks

During the next decade, current renewal projects will be the largest single source of relocation moves. The Newark Housing Authority and Redevelopment Agency now has contractual arrangements with the Urban Renewal Administration for the redevelopment of nine project areas containing about 14,800 dwelling units. These projects are essentially clearance operations and do not include the Clinton Hill Rehabilitation area which involves little demolition, or the Broad Street and Branch Brook Redevelopment areas which already have been completed.

While not every structure on these sites is scheduled for demolition, it is apparent that most of them will be cleared during the next ten years. Those structures which are to be cleared will be determined by more detailed surveys. Their demolition represents a major slum clearance effort within the central core of the City. The best estimate at this time is that about 11,200 families, or over 75 per cent of all site families will be relocated.

There are, in addition, approximately 14,400 dwelling units in clearance blocks which are not now part of current renewal sites. These, too, are concentrated principally in or near the central core of Newark, although a considerable number are located in The Ironbound and others are scattered elsewhere in the City. Most of these accommodations are sub-standard, and one of the principal objectives of the continuing ten-year renewal program is their replacement by new middle-income housing, cultural facilities, commercial structures, relocation housing, and other land uses appropriate to the site locations. This Study has assumed that only one-half of these structures, accounting for about 4,000 dwelling units in the downtown area, will be demolished during the next decade.

Taken together, the necessity to shift approximately 15,200 families from the current renewal project areas and from half of the remaining clearance blocks in downtown Newark represents the largest component of relocation during the next ten years.

proposed renewal project areas, highways, and code enforcement

While the five project areas delineated in this Demonstration Study involve a variety of renewal treatment, (clearance, rehabilitation, and conservation), it is obvious that some relocation will result as the plans are executed. Preliminary estimates, based on the quality of existing

residential structures, indicate that about 5,100 families will ultimately be displaced from these five areas. Considering the geographic extent of the proposed project areas and the total number of families residing in them, this is a relatively small volume of displacement, about 16 per cent of the total expected in the next decade.

estimated number of families to be relocated by program — 1961-1971



An estimate has also been prepared of the number of families which will be displaced by the construction of the proposed "Loop System" of highways. This estimate does not include any families counted from other programs, so that no overlap or "double counting" is involved. The network of proposed highways will cross areas of the City containing standard or better than standard homes, as well as areas containing blighted or near-blighted structures. It is evident, therefore, that families from all income-levels will be affected by relocation. The total who will have to move as a result of highway construction is estimated at approximately 7,300 families. It is assumed that the relocation need will remain essentially a low income one.

During the next decade, the City of Newark will take steps to upgrade substantially the quality of its existing housing through a program of intensified housing, zoning, and rooming-house code enforcement. These anti-blight activities have already begun and will continue in the rehabilitation and conservation areas of the City, where clearance will play only a minor role. Such a program of code enforcement will, in some instances, require certain major innovations such as the changing of internal room arrangements, installation of central heating, and other kinds of structural repairs which generally necessitate a vacating of the premises. The enforcing of occupancy requirements to ease overcrowding will also initiate a certain amount of family relocation. It is, of course, difficult to estimate how widespread all these factors will be and to determine the number of families which will have to move for these reasons during the next decade. Much depends on the extent and scope of the Federally assisted non-clearance programs, as well as on the level of code enforcement undertaken by the City. The City-wide estimate of 3,800 families to be displaced for the above reasons is a minimum one and is based on the assumption that about 10 per

cent of the dwelling units in rehabilitation blocks will require renovations that necessitate relocation and displacement.

relocation and family mobility—the impact on newark's communities

The magnitude of urban renewal activities in all its phases will leave a profound imprint on most of Newark's communities, and the volume, direction, and problems of family relocation must be considered a major renewal effect. Because of the close causal relationship, there is a reverse or "feedback" element, and a moment's reflection will show that some important facets of the renewal process are themselves conditioned and determined by the very relocation needs they bring into being. Some of this reciprocity will be translated into terms of neighborhood planning. Here it is necessary to examine the broader, but nonetheless enormously important, implications of the renewal process.

As shown in the map on page 71, the central core of Newark will experience the most complete relocation turnover of all communities in the City. This area, designated as Newark Core, includes the central business district surrounded by a large section with an extremely varied conglomeration of land uses. It is this latter part of the Newark Core that has declined and deteriorated to the point where clearance is now inevitable. Although Newark Core has about 14 per cent of all dwelling units in the City, it will account for about 40 per cent of all future relocation. Moreover, so inclusive are the programs of demolition affecting this area that, with the exception of tenants in existing public housing projects and in a few salvable buildings, practically all resi-

estimated relocation families - next decade, by community



dents in this neighborhood of characteristically poor-housing will have to be rehoused within the next ten years. Current renewal site tenants, families in the remaining structures which will undoubtedly be cleared because of their dilapidation and obsolescence, and those in the path of projected expressways make up almost the entire bulk of families which will be displaced. Of the estimated 12,400 families ultimately affected by clearance activities in the Newark Core, more than 8,500 are to be found on sites of current renewal projects.

West Market and Belmont are similarly "center" communities with a substantial number of relocation families. In West Market, about 4,100 families, or 43 per cent of its residents will be relocated when the various parts of the renewal program get underway. In Belmont, 2,450 families are expected to be displaced, representing about half of all current residents.

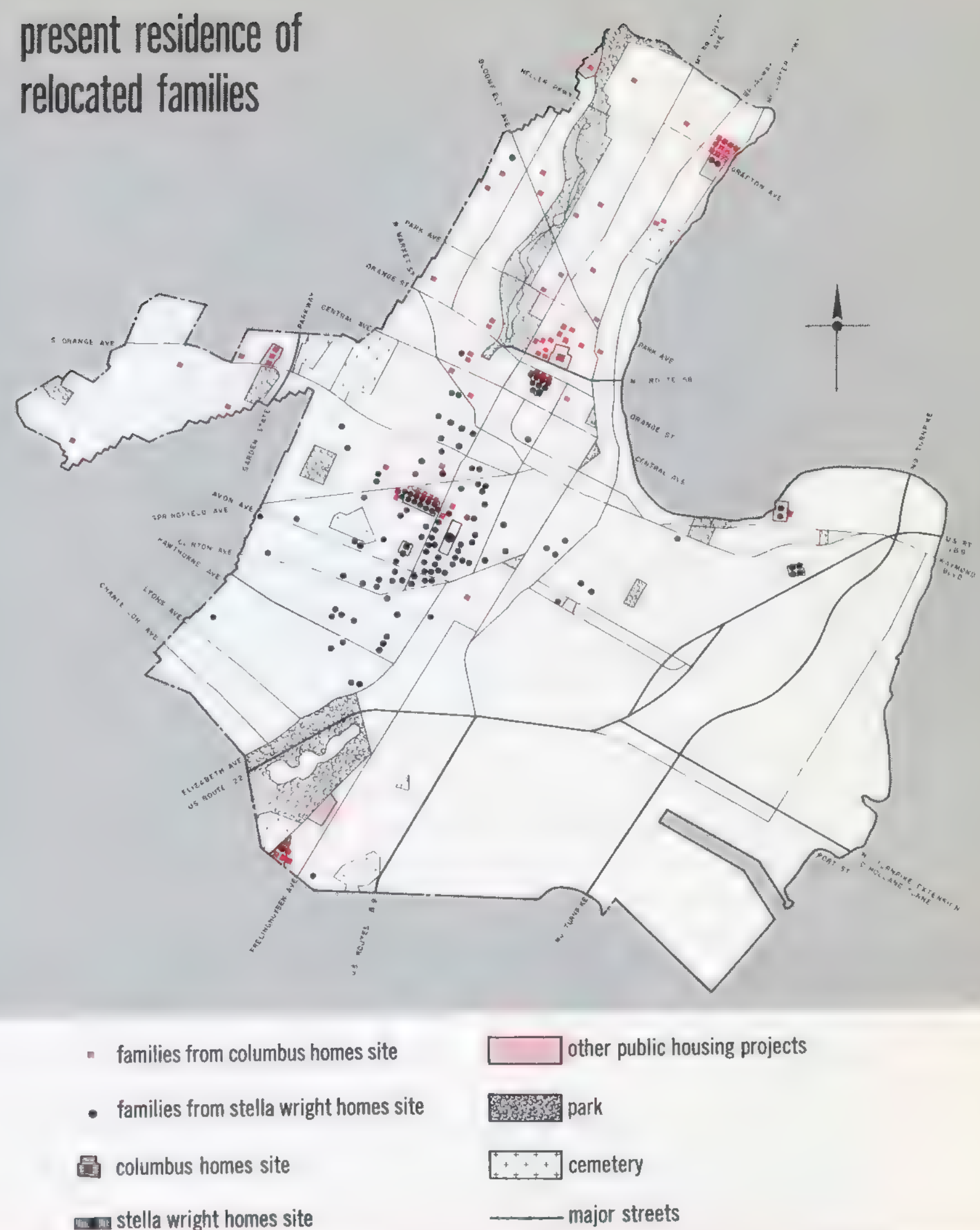
In the non-central neighborhoods of Newark, the proportion of families to be relocated is considerably smaller, although still substantial. For example, while there is no current renewal program in either The Ironbound or West Side areas, demolition of sub-standard dwelling units and a minimum level of code enforcement in rehabilitation blocks will stimulate a sizable volume of displacement, namely about 2,300 families in each community. Proposed highway construction is not an important relocation factor in The Ironbound, but it is significant in nearly all the other communities, where the East-West Freeway, the Mid-town Distributor and the Southern Expressways are expected to make considerable inroads into existing residential neighborhoods. In these communities, this source of relocation is by no means confined to low income residents or blighted areas.

In considering where these families are to be relocated, it becomes apparent that few current "guides" are available. Much will depend on the location of vacancies, new private construction, public housing, the incomes of displaced families and the rentals for available accommodations, the existence of an open market for rentals or home purchases by minority group members, and the renewal actions of surrounding municipalities.

It was possible to select a sample of families recently displaced from two project areas and determine the location of their new addresses. The movement pattern of these families raises a number of vitally important considerations which will undoubtedly assume the greatest significance for the renewal program in Newark in light of the displacement from current project sites, proposed areas, highway construction, and other public action.

Two site areas, originally slums and replaced by low-rent public housing projects, are shown on the map on page 41. The dots indicate where a sample of residents from each project site relocated. Relocation from the site of the Stella Wright Houses took place during 1957 and 1958 and involved a total of 756 predominantly Negro families. Relocation from the other site, the location of the Christopher Columbus Homes, took place in 1952 and included a smaller number of families of predominantly Italian extraction. In preparing the map, a 20 per cent random sample of the families from the Stella Wright site was used

present residence of relocated families



while a 15 per cent sample was obtained from the Columbus Homes site.

The pattern of movement is fairly clear and, with certain qualifications, should provide insights into the redistribution of the much larger number of families ultimately to be relocated by public action. Thus, there can be little doubt that a great many families, particularly non-whites, will seek and find private dwelling accommodations quite near the site from which they are being displaced. This is readily apparent from the movement lines out of the Stella Wright site where a substantial number of families relocated no more than four or five blocks away. Most of the remainder moved to other structures further away but still within clearance blocks in downtown Newark areas. A smaller number, though by no means negligible, established new residences somewhat to the south of the original site and in neighborhoods essentially rehabilitation rather than slum in character.

A rather different relocation pattern was followed by families from the Italian community of the Columbus site, and while a smaller proportion relocated close by, the same tendency was apparent. On the whole, families from the Columbus site tended to find housing accom-

modations in a more widespread pattern (particularly in the northern sections of the City) and did not seem to be as geographically constricted as the Wright residents. While there was no significant difference in the proportion of families which relocated to existing public housing projects, it should be noted that approximately 13 per cent of the Columbus site families moved out of the City, compared to only two per cent of the Wright relocatees.

If this pattern of tenant relocation continues to prevail in the years ahead, it is obvious that the major destination of displaced families will be into housing areas generally near the sites which are being cleared. While some vacant apartments will be occupied, other relocated families will move into rooming houses or share self-contained apartments with other families. This will have the effect of increasing already high housing and neighborhood densities and will aggravate the ever-present fire and sanitation hazards which are characteristic of most clearance and some rehabilitation areas. To prevent this effect, the code enforcement program of the City and the provisions of the National Housing Act of 1954 obligating all communities to provide decent, safe, and sanitary accommodations for displaced families, should continue to be followed closely.

Family displacement often raises the problem of multiple moves, for, if a family relocates in an area scheduled for demolition, it will have to move once again and may well repeat this process a third time. This resulting hardship for both the family and the relocating agency can be minimized by adhering to a program which will schedule the construction of new public and private housing in conjunction with a system of clearance priorities which "stage" the various projects involving the demolition of sub-standard housing not only with each other, but also with the effort to rehabilitate residential structures, and with State and Federal highway proposals.

As indicated in the map on page 41, not all relocated families will remain in adjacent slum areas; some will move to other parts of the City for there is ample indication that a portion of the estimated 31,400 families will cross neighborhood "lines." This is, of course, a basic phenomenon in Newark and was reflected in the over-all neighborhood mobility data of the Market Planning Corporation study of 1958 which showed a substantial degree of white and non-white family movement after 1950. It is more than likely that the relocation patterns will follow the general movement of the non-white population from the center of the City outward.

characteristics of site families

One of the most crucial problems in Newark's development is meeting the needs of the families which will ultimately be displaced by the City's programs of renewal. As will be shown, this segment of the population is a "special" one in the sense of its low income level, heavy Negro composition, and large family size. As such, its housing needs and the impact of its enforced mobility can be considered fairly unique.

In the first place, it is quite clear that most, though not all, of the families to be relocated are in the low income groups; this is especially

true of those now residing on the sites of current renewal projects and in the remaining clearance blocks.

Secondly, a very high proportion of all displaced families will be Negroes. The housing pressures which are currently influencing their movement within and from the central areas outward will increase sharply in the next ten years as the pace of relocation quickens perceptibly. The Newark Housing Authority has estimated, from 1956 site information, that approximately 88 per cent of the families to be relocated from public housing and current renewal sites will be non-white. However, since this information was drawn from the most deteriorated sections of Newark and does not include all the neighborhoods likely to be affected by relocation, it will be necessary to examine other data to obtain a more representative racial distribution of the approximately 31,400 families which are likely to be displaced. For example, a sample survey of the Market Planning Corporation in 1958 indicated that 75 per cent of all residents of the central communities of Newark were non-whites. Since a substantial amount of displacement will take place in these areas, this estimate seems more reasonable in terms of future relocation. Taking into account the fact that clearance for the proposed project areas, code enforcement, and highway alignments will occur in many areas which have a substantially white population, it is estimated that about 22,000 families to be relocated in the next decade will be Negro and 9,400 white.

A similar analysis from the sample survey was made in connection with the income levels of the families.

TABLE 14 INCOME DISTRIBUTION OF A SAMPLE OF FAMILIES IN THE CENTRAL AREA OF NEWARK—1958

<u>Annual Income</u>	<u>Total</u>	<u>White</u>	<u>Non-White</u>
Less than \$1,000	3.9	5.0	3.6
1,000 - 2,499	18.4	13.9	18.9
2,500 - 3,999	32.5	20.3	36.1
4,000 - 5,999	23.1	30.3	20.8
6,000 - 9,999	9.5	15.3	8.3
10,000 and over	2.7	3.7	2.8
not reported	9.8	11.4	9.4
Median	\$3,550	\$4,706	\$3,640

NOTE: The above area is generally equivalent to the Newark Core

SOURCE: Market Planning Corporation and Newark Central Planning Board

A number of other factors, however, must be considered in order to determine a more realistic distribution of the income of relocation families. Income data are perhaps the most difficult to obtain and the fact that about 10 per cent of the Market Planning Corporation sample did not report their income points up the difficulties. There is a fairly well established general practice of understating incomes, especially

in low income areas, and it is likely that many or most of those families "not reporting" are in the higher income groups. Finally it must be remembered that some of the proposed renewal project areas, proposed highways, and code enforcement programs will relocate middle or upper middle income families. Taking these factors into account, an estimated income distribution of all families who may be relocated as a result of renewal programs follows:

TABLE 15 ESTIMATED INCOME DISTRIBUTION OF FAMILIES WHO MAY BE RELOCATED BETWEEN 1961 AND 1971

Annual Income	Total	White	Non-White
Less than \$1,000	1,440	560	880
1,000 - 2,499	5,900	1,500	4,400
2,500 - 3,999	10,210	2,070	8,140
4,000 - 5,999	8,480	3,200	5,280
6,000 - 9,999	4,330	1,690	2,640
10,000 and over	1,040	380	660
Total	31,400	9,400	22,000

SOURCE: Newark Central Planning Board

the relocation impact on the public and private housing market

From the foregoing analysis, it is evident that the pressure on both public and private housing will be intense during the next ten years. This will be so, even if a considerable increase in the amount of new public and private dwelling units were to come on the market; indeed it would be aggravated if the pace of construction and rehabilitation were to remain at the same level as in the previous decade. Nevertheless, a realistic assessment of needs and resources indicates that Newark's long-range family relocation requirements can be met. To achieve a meaningful solution to this prime renewal problem, two closely related principles will have to be followed. The first is the unquestioned need to find decent and adequate housing shelter for the thousands of displaced families; the second is to make sure that, in doing so, a major portion of the existing housing structure is not irrevocably impaired by intense crowding and over-occupancy. An important corollary is the necessity to plan and provide for the shifting of community needs, such as schools, playgrounds, retail shops, adequate transportation access, and similar facilities which will inevitably be affected by large scale population movements in the next decade. Because of the inherent nature of the relocation process, community needs must be examined qualitatively, quantitatively, and geographically.

In matching housing relocation needs with realistic programs and resources available to the City, it has been necessary to construct two "models": the first built around the assumption that public and private housing construction for the next ten years will proceed at the 1950-1960 pace; and the second, that a clearly defined but quite attainable increase will be necessary to enable the renewal and redevelopment



Where to move—the pressure on private housing

process to proceed. Under both assumptions, the projected volume of new housing is compared with the income distribution of relocation families (Table 15) in order to indicate specifically what levels of accommodations will be met by these programs and the extent of the "unmet" need, which is essentially the pressure on existing housing. It should be understood, however, that not all families involved in relocation will seek or obtain new housing; most will move to older structures. Nevertheless, the ability to move without doubling up or creating illegal conversions and rooming houses will be largely determined by the "cushion" of new housing constructed during the next decade.

Assumption A — Housing Construction During the Next Decade Will Proceed at the 1950-1960 Rate

Program	Estimated Number of Dwelling Units	Estimated Number of "Relocation Families" Accommodated
a — New private construction	5,000	2,000 At approximately \$45 per room per month or at a somewhat lower rate if a purchase price equivalent
b — Current renewal construction (Title I)	30,000(a)	
c — Low rent public housing	5,000	3,750 Assuming ¾ of all new occupants of public housing will be relocation families
d — New units due to conversions	negligible	-----

(a) Assuming that all the announced programs of Title I developers will be completed by 1971

If the rate of housing construction does not change in the next decade and if Title I developers proceed with current plans, approximately 30,000 new private dwelling units (rental and home ownership) will come on the Newark market by 1971. Even if Title I expectations are realized, these dwelling units will be within the income reach of perhaps 2,000 families (Table 15). Similarly, if the pace of low-rent housing construction were to continue into the 1960's at the same rate as in the previous decade, approximately 5,000 dwelling units are likely to be built of which about 75 per cent, or 3,750, would be available to low income relocation families. Thus, of a total of about 31,400 families effected by renewal programs, approximately 5,000 at the upper and lower extremities of the income scale might be accommodated. More than 25,000 families would likely seek accommodations in existing housing. It would be extremely difficult to withstand the pressure for doubling up, rooming houses, and illegal conversions; therefore, the quality of the entire housing stock would deteriorate.

Our second assumption suggests a housing program which will be more closely geared to relocation needs and at the same time meet the requirements of other segments of the housing market.

Assumption B — Housing Construction During the Next Decade
will be Substantially Increased

Program	Estimated Number of Dwelling Units	Estimated Number of "Relocation Families" Accommodated	
a — New private construction	5,000	2,000	At approximately \$45 per room per month or at a somewhat lower rate if a purchase price equivalent
b — Current renewal construction (Title I)	25,000		
c — Middle income housing	5,000	3,500	At approximately \$25-30 per room per month
d — Low rent public housing	8,500	6,400	Assuming $\frac{3}{4}$ of all new occupants of public housing will be relocation families
e — New units due to conversion	3,000	1,500	Assuming $\frac{1}{2}$ for relocation families

Several modifications of Assumption A are introduced here. In the first place, there is a clear and overwhelming need for housing which will rent for approximately \$25 to \$30 dollars per room per month, and this middle income program is shown above as Item c. This is, indeed, a most vital element not only in the pressing relocation problem but in the over-all ability of the City to renew itself. Such a program for Newark is spelled out in considerable detail in Chapter 7.

At this point, it should be noted that a downward revision in the number of essentially high rent Title I apartments would be a logical concomitant of a vigorous middle-income program and would be much more suited to the realities of Newark's housing market and its relocation needs. For this reason, Item b is shown at 25,000 units instead of the 30,000 currently planned under Title I, as indicated in Assumption A. New private construction for rental and ownership without Title I write-down assistance should continue at the 1950-1960 rate, i.e., about 5,000 during the next decade. Public housing, however, should be very closely related to the relocation needs of low-income families which will be displaced by various aspects of the renewal program. Table 15 indicates that there will probably be somewhat more than 20,000 relocation families in this income group, and, while not all of them will be eligible for, nor desire, low rent public housing, current and prospective data indicate that between one-third and one-half of these



Public housing will absorb many relocated families

households, or between 7,000 and 10,000 families, will qualify for such accommodations. In order to meet a major part of this relocation need of the next ten years, it will be necessary to increase the rate of construction of public housing units over the approximate 5000 built between 1950 and 1960. While it is difficult to determine the number of new units which will be created by structural conversions, (a conservative estimate of 3,000 is included in Assumption B), they will help ease the middle and low income housing pressure created by relocation.

A housing program geared to meet the ten-year relocation load should make available approximately 13,400 new dwelling units for relocation families in the next ten years. About 18,000 displaced families will find accommodations in existing housing, for it need not be the City's intent to match each family with a new unit. The human as well as the programmatic aspects of a ten-year urban renewal effort will be served

if a sufficient "cushion" of dwelling accommodations is made available at all income levels in the next ten years.

the administration of relocation

In the administration of relocation, many cities throughout the country have been encountering problems which make more complicated an already difficult and complex family displacement problem. Relocation itself is almost always a disruptive process involving major breaks with familiar neighborhood ties, regardless of whether the relocatees are middle or low income families, native or immigrant, Negro, white, or Puerto Rican. Besides these inherent difficulties, there are frequently those which relate to overlapping jurisdictions of relocating agencies, and varying and sometimes conflicting standards and procedures in dealing with these family groups, such as different approaches to financial and other aid to displaced families.

In Newark, most of these administrative problems have not assumed major significance. During the past decade, the Newark Housing Authority and Redevelopment Agency has been responsible for the relocation of site families. The fact that this function was centralized in a single body has minimized the problem of administration. The Authority has been able to relocate successfully approximately 5,000 families and has developed administrative procedures which have made this process as least disruptive as possible.

There are, however, a number of changing elements in the relocation picture which are distinctly new and for which a considerable amount of planning and preparation will be essential. In the first place, the volume of relocation will rise quite sharply in the next decade, and what has been accomplished heretofore in ten years might very well have to be compressed into three or four years. Secondly, a considerable number of families are now residing in areas through which major highways and expressways are planned. Whether the Newark Housing Authority or some other City or State agencies will assume the responsibilities for the relocation caused by the highway program is a matter which will require close attention in the near future. In the event that other agencies shall undertake this relocation task, it will, of course,

be necessary to coordinate the procedures of these groups with those of the Housing Authority so that a similar level of aid and treatment is afforded to all families regardless of which branch of government exercises these responsibilities.

In addition, there are other aspects of administration which will require attention shortly. Up to now, the Newark Housing Authority has had to relocate families residing on sites planned for public housing. These families have been almost uniformly in the lowest income groups. Future families, however, are likely to reflect the "average" Newark family much more closely in terms of income, race, or ethnic backgrounds; thus, the Housing Authority will be dealing increasingly with families whose needs and ability to find and afford housing will be somewhat different from the generally more dependent families relocated in the past.

Another aspect of relocation which will undoubtedly require attention in the near future is the problem of multiple moves. In view of the fact that a major portion of the central area of the City is scheduled for clearance and that other areas will be considered as the renewal and highway programs proceed, there is danger that families will relocate from one site only to find that they have to move a year or so later to make way for another improvement. This will be particularly complicated by the fact that low income families will continue to look for shelter in areas close to their former sites. A clear concept of priority and timing of clearance and relocation activities will go a long way towards alleviating this complicated problem.

Finally, the scope of all relocation activities will affect a considerable number of commercial and industrial firms which will be faced with the prospect of relocating and doing business elsewhere. A discussion of some of the basic economic and planning issues involved has been presented in Chapter 3, but so far as the administrative problems are concerned, it is clear that the Housing Authority (and any other agency participating in this phase of urban renewal) will be faced with new and perhaps increasing requirements of business firms caught up in the problem of physical displacement.

5. a system of renewal priorities . . .

proper timing and scheduling of renewal programs is a big factor
in the ten-year effort

In the light of a continuing ten-year urban renewal program covering the entire City, it is important to establish a schedule of priorities without which an effort of this magnitude could not hope to succeed. It should be understood that a large number of "external" factors and pressures will continually be exerted to change, revise, or even upset any priority schedule, no matter how realistically conceived. For example, the scope and timing of the Federal Title I program could easily determine the scheduling of Newark's clearance efforts, as well as the extent of such activities. Secondly, an unexpected change in capital budget requirements could have the same pace setting effect. These and similar factors could throw the coordination of clearance, rehabilitation, and conservation programs out of focus in terms of their optimum timing.

Nevertheless, a system of priorities is vitally necessary not only to define and schedule action on Newark's most pressing housing and neighborhood needs, but also to establish a workable administrative procedure to cope with the task. In a program of such variety and complexity, we might ask: What should govern the timing of projects and programs? Which parts of the City should be considered first? In what order should specific projects be given the go ahead signal? A number of schedules have been established so that a phased system of priorities would ensure coordination of the various renewal plans in the decade ahead. Some of the basic considerations in establishing such priorities have been:

1. The need for clearing the worst housing in the City in as short a time as possible.
2. The important task of preventing further blight and preserving good housing and communities.
3. The effect of clearance, rehabilitation, and conservation action on each other and on the City as a whole.
4. The need to finance renewal costs over a number of years instead of concentrating them in a short time span.
5. The desire to minimize the dislocation and instability of large-scale family relocation.
6. The municipal priorities and needs as reflected in the capital budget and six-year capital improvements program.
7. The existence of community organizations capable of contributing to a neighborhood renewal program.
8. The timing of new expressway and highway construction.

clearance, rehabilitation, and conservation areas

Obviously, the 395 blocks and 8,000 residential structures which are already dilapidated should be cleared within the shortest possible time. The existence of about 28,000 dwelling units in these structures confronts the City with never ending health, fire, safety, delinquency, and financial dangers. The longer these sub-standard structures are left standing, the steeper the municipal decline and the more difficult will it be eventually to eliminate them. There might, indeed, be a not-too-distant point of no return when it will be too late to bring about basic housing and community improvements for these and surrounding areas.

Nevertheless, there are a number of over-riding reasons why it would be ill advised and dangerous to hold all other aspects of the ten-year renewal program in abeyance, so that this admittedly important clearance effort could move ahead. In the first place, the acquisition of land for demolition and clearance is by far the most expensive part of a renewal program; thus, it would be fiscally unwise to concentrate the costliest items into the initial years of the program. But even more important, a "hands-off" policy with respect to the 12,475 structures in rehabilitation areas and 22,500 in conservation areas would come at a time when the very opposite, a vigorous renewal and upgrading action, is needed most. Any one-sided program of slum clearance to the exclusion of conservation and rehabilitation activities elsewhere would set off a chain reaction with sharp repercussions on the entire City. Such a development would greatly intensify the relocation pressure on all housing in rehabilitation areas. The resulting overcrowding and over-use of many residential structures in these areas would become the main generator of a much more rapid slum making process than exists today. Good and better-than-standard housing in conservation areas would also quickly feel the brunt of "secondary" relocation from the rehabilitation area in a kind of wave reaction from the center. The net result of this widespread family dislocation would be to create an air of great uncertainty and instability.

Clearly, what is needed is a phased and coordinated development of all clearance, rehabilitation, and conservation areas in the City so that the activities in one area do not negate the possibilities for renewal in the others.

This sequence is a general guide for renewal timing and is recommended by this Demonstration Study as the most desirable framework within which the more detailed listing of priorities should proceed. It

TABLE 16 PHASED RENEWAL SEQUENCE: CLEARANCE, REHABILITATION, AND CONSERVATION AREAS

Period	Per Cent allocation of total effort		
	Clearance	Rehabilitation	Conservation
First 3 years	50	25	25
Next 4 years	25	50	25
Next 3 years	25	25	50

includes all aspects of the City's program for the next decade.

For example, from 1961-1964 half of the City's renewal effort should be devoted to pushing current renewal projects towards the execution stage. The objective, of course, would be to speed up the demolition of central slum areas and to create a considerable volume of new, privately financed middle income housing. At the same time, it will be necessary to carry forward an intensive program of renovation, rehabilitation, and conservation of existing housing and a strengthening of community amenities in order to withstand successfully the relocation and mobility pressures generated by clearance activities. (This immediate rehabilitation objective is in no way out of line with fundamental goals of improving and up-grading Newark's residential neighborhoods. It merely focuses this objective in time and gives it a priority framework.) Consequently, the other half of all renewal activities during the initial three-year period should be oriented around the rehabilitation and conservation areas of the City. This would include a wide range of programs and projects such as initiating renewal action in a number of proposed project areas which are essentially non-clearance in character, proceeding with a systematic program of code enforcement in rehabilitation and conservation areas and selectively timing the related capital improvement projects, especially schools.

At the end of the first three years, the total renewal emphasis should begin to shift to the rehabilitation areas of the City and for the next four years, half of all the renewal effort should be concentrated in these areas. If this kind of timing is kept, the "crest" of relocation will be reaching the rehabilitation neighborhoods of Newark at about this time. While this phase is scheduled to cover a four year period, it should be flexible enough to extend beyond that limit if the relocation impact warrants it. As indicated in Table 16, the last three years of the program should see the greatest effort devoted towards reinforcing and preserving the better-than-average housing in conservation areas. These activities will, of course, be continuing during the first seven years of the decade, but beginning with 1968 they should be intensified so that they constitute about half of the City's total renewal efforts during that period.

project staging and priorities

In order to achieve the maximum integration of clearance, rehabilitation, and conservation renewal activities in the City, it is recom-

TABLE 17 RECOMMENDED TEN-YEAR PRIORITY FOR RENEWAL PLANS AND PROGRAMS, 1961-1971

Current Renewal Projects	Proposed Projects	Half of the Pre-Clearance Blocks in Downtown Area	Housing and Zone Code Enforcement
First 3 years		Clearance of 20 per cent of the total	Major emphasis in rehabilitation areas
Old Third Ward	Roseville		
Clinton Hill Rehabilitation Project	Watson		
Hill Street (Lehman)			
South Broad (Parker—Stage 1)			
Colleges Expansion (Rutgers & N.C.E.— Stage 1)			
Newark Plaza (Stage 1)			
Central Ward (Light Industry—Stage 1)			
Essex Heights (Stage 1)			
Next 4 years		Clearance of 20 per cent of the total	Major emphasis in rehabilitation areas
Educational Center (Seton Hall)	Ironbound- Southwest (Sections B&C)		
United Hospitals			
South Broad (Parker—Stage 2)			
Colleges Expansion (Rutgers & N.C.E.— Stage 2)	Bloomfield- Broadway Vailsburg (non- assisted)		
Newark Plaza (Stage 2)			
Central Ward (Light Industry—Stage 2)			
Essex Heights (Stage 2)			
Next 3 years		Clearance of 60 per cent of the total	Major emphasis in conservation areas
South Broad (Parker—Stage 3)	Ironbound- Southwest (Section A)		
Essex Heights (Stage 3)	Fairmount Verona (non-assisted)		

mended that a schedule of priorities be established for both the current renewal projects and the proposed ones for the next ten years. Because of the number and size of the former group, this priority arrangement will depend heavily on the order in which the various stages of the current projects can be undertaken. For example, five of the current renewal projects have been scheduled in a series of "stages" since the availability of Federal funds called for a staging of the larger ones, such as the South Broad Street (Parker) Area and the Essex Heights development. On the other hand, the comparatively small Hill Street and Seton Hall developments will be able to proceed in a single stage rather than in a "phased" manner.

With these limitations on priority in mind, Table 17 and the map on page 49 incorporates a ten-year schedule which not only provides for a variety of renewal actions but also focusses attention on various communities and neighborhoods in the City. For example, land acquisition and construction have already begun in the Old Third Ward and will start shortly in the Hill Street project area, the first stages of South Broad Street, the Newark College of Engineering and Rutgers expansion, and the Newark Plaza area. All the foregoing are located either in the Central Business District or immediately adjacent to it and are almost entirely clearance operations. On the other hand, the current Clinton Hill rehabilitation project area and the proposed Roseville and Watson project areas are primarily neighborhood rehabilitation and conservation programs with varying degrees of spot clearance. They are, moreover, located in the more outlying sections of Newark and represent a neighborhood rehabilitation and conservation effort which will complement the clearance activities during the first three years of the next decade.

It is important to note that the scheduling of the five proposed project areas depends heavily on the timing of expressway and freeway development in Newark. This is especially true of the Roseville project area which has been scheduled to coincide with the construction of the East-West Freeway and the Watson area where neighborhood renewal would be integrated with the construction of F.A.I. Route 78, the proposed Southern Freeway. The other proposed projects, including the two non-assisted ones, are scheduled for development later in the decade. In each of the three time periods, the programming of sizable non-clearance renewal projects will tend to soften the effects of residential demolition. This consideration has also largely dictated the timing of acquisition on the remaining clearance blocks, 60 per cent of which is recommended to take place during the last three years of the decade in order to "balance" the heavy clearance emphasis in the earlier years of the decade. Housing and zoning code enforcement (discussed in some detail in the next section) are scheduled to strengthen existing rehabilitation and conservation areas in each of the three time periods until 1971.

code enforcement priorities

The differential nature of housing and zoning code enforcement has been discussed in Chapter 2 where the ten-year scope and cost of vari-

ous renewal programs have been presented. Obviously, the enforcement of these codes will represent one of the strongest tools available to the community in the next decade. The codes should be reviewed periodically in the light of changing construction usages. The enforcement of codes should be integrated with all the other aspects of the renewal program. In order to do so, it will be necessary to schedule code enforcement activities. This is desirable because code and zoning enforcement are inherently more "adaptable" (in the renewal sense) in rehabilitation and conservation areas than in clearance areas where their value resides in health, sanitary, and fire considerations. In addition, code enforcement in rehabilitation and clearance areas tends to act somewhat as a counterforce to housing pressures generated by clearance and, if applied selectively and in sufficient depth, represents a major tool in arresting neighborhood blight. The following schedule for the ten-year period is therefore suggested:

TABLE 18 PHASED SEQUENCE FOR HOUSING AND ZONE CODE INSPECTION PROGRAM

Period	Per Cent allocation of total effort		
	Clearance	Rehabilitation	Conservation
First 3 years	15	50	35
Next 4 years	15	50	35
Next 3 years	15	35	50

The intent of this priority schedule is two-fold. It is first, to utilize housing and zoning code enforcement as a holding action in clearance areas still these blighted sections are demolished. During this period, the compliance emphasis in these areas should be directed towards prohibiting habitation in the most dilapidated buildings and maintaining health, fire, and sanitary standards in the others. Secondly, and most important, it recommends at the outset a major code enforcement program in all rehabilitation and conservation areas of the City. Thus, half of all code enforcement efforts during the first three years would be centered in rehabilitation areas and a somewhat smaller proportion in the conservation areas. This division is dictated by the fact that a more intensive type of house-to-house inspection program is necessary in the rehabilitation areas, where deterioration has progressed further, compared with a much more selective approach in conservation areas. During the last three years of the housing and zoning code enforcement program, half of all such efforts should be concentrated in conservation areas so that the highest level of anti-blight results can be achieved in the best areas of the City.

priorities—ideal and real

At this point, it should be indicated that the actual ten-year priority schedule of projects and programs (Table 17) will probably not coincide with the "ideal" scheme discussed earlier in this chapter. The latter framework is incorporated in Table 16 and, as was implied, can be considered a goal towards which the City's renewal program should be

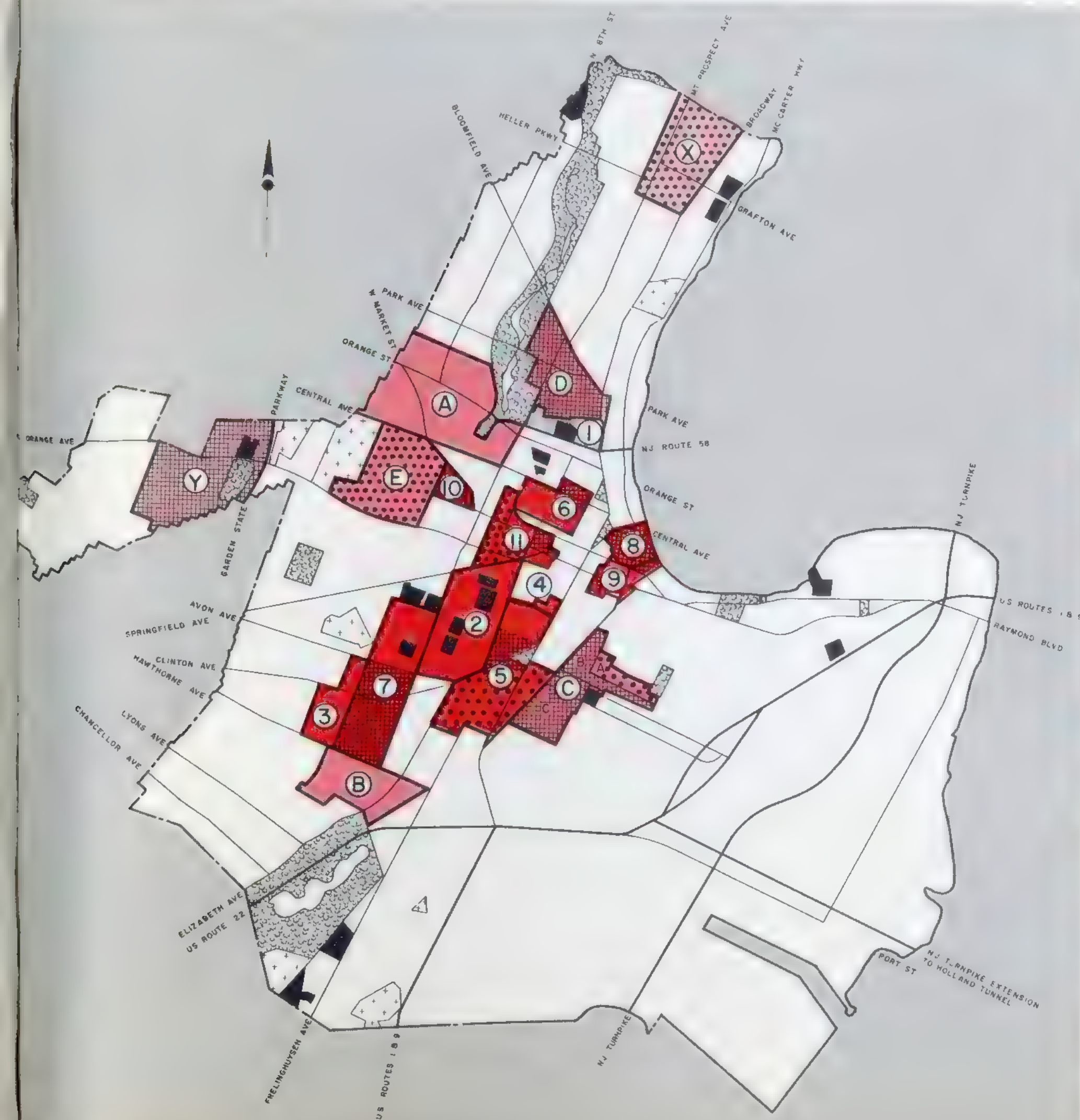
oriented. However, in terms of the realities of Federal and local needs and demands, it may not be possible to achieve this optimum form of timing. For example, an estimate of renewal costs and relocation pressures in each time period leads to the conclusion that they will not be distributed in the precise manner consistent with ideal renewal development.

Nevertheless, the staging of projects and programs will have a significant impact on the ten-year effort and this Demonstration Study recommends that they proceed in accordance with the priorities in Table 17. Thus, the relatively heavy emphasis on residential clearance stimulated by current renewal projects in the first three years of the decade is somewhat offset by the scheduling of minor demolition activity in the pre-clearance group and by substantial rehabilitation and conservation efforts in the Roseville and Weequahic communities, as well as by the code enforcement emphasis in non-central areas of the City. This general pattern is followed in the next four years of the decade when, however, over-all emphasis is shifted to industrial renewal. In that period, land assembled and redevelopment should proceed in Section C of the proposed Ironbound-Southwest project area. In addition, a program of industrial rehabilitation should be undertaken in Section B of this area, where structural and environmental conditions are much more suited to an improvement of internal plant layouts, providing off-street parking and loading, etc., rather than a clearance program.

Finally, in the last three years of the decade, the later stages of the

South Broad Street and Essex Heights developments will be undertaken. Whatever "slack" appears in the clearance activity at that time should be more than made up by a scheduled sharp increase in the acquisition and demolition of pre-clearance blocks. This action, however, should be kept as flexible as possible and should be completely integrated with the pace of redevelopment at that time.

Another important consideration in the establishment of priorities is the fact that project area development will be proceeding in a number of sections of the City at the same time. This will be true in each of the three time periods and will result in a rather widespread dispersion of building construction, traffic rearrangement, and utility installation throughout the City. To a certain extent, the physical disruption of these activities could be minimized through a proper scheduling of contiguous project areas. For example, the Hill Street area and the first stage of the South Broad Street area (both scheduled for the first three years) will be planned and developed in relation to each other. These project areas both "front" on Broad Street, the former lying north of Court Street and the latter directly south. Street changes and rearrangements as well as site planing in each project area should be related to the other so that compatible uses and designs can be incorporated at the outset. The same approach should be used with the Educational Center (Seton Hall) and the adjacent Stage 1 of the Newark Plaza area, particularly in view of current plans to realign that portion of McCarter Highway traversing both project areas. In this manner, adjacent renewal project areas will be developed simultaneously rather than allowing a scattering of developments throughout the City.



renewal project priorities



6. annual review and updating . . .

a yearly projection for the following ten years

Once initiated, the ten-year renewal program will need continual updating and review. Some elements will require a yearly examination but others would need less frequent appraisal. In its entirety, however, a continuous evaluation, review, and updating should become an integral feature of the program. This will make possible both an objective measurement and a guide to action on all phases of the renewal program as they proceed from initial concept to reality.

Five major segments of the renewal program should be made a part of this reviewing process: (1) population and economic trends; (2) up-to-date land use and housing inventory; (3) a continual cost and fiscal evaluation; (4) program review; and (5) administrative review. Together they constitute the basic evaluation necessary to guide the program to a successful conclusion.

population and economic trends

There is little doubt that Newark's urban renewal program will stimulate significant population shifts, but it is equally certain that important demographic changes have already taken place and will continue to occur during the next ten years. Not only is size of population important, but its composition (age, income, geographic distribution, internal mobility, etc.) should also be carefully studied and evaluated. These features, important at the city-wide level, perhaps are even more pertinent to the renewal process at the neighborhood level. For example, any important shift in the character of population in The Ironbound, a heretofore stable and slow changing community, will be an almost certain clue that changes are now likely to proceed rapidly and that renewal plans will need a re-evaluation in that community.

The health, welfare, recreational, and school needs of Newark's population are matters of continual concern to renewal planning and here, too, they should be reviewed and evaluated within their neighborhood contexts. These needs will be especially volatile when large sections of the City are scheduled to undergo major renewal changes involving clearance and rehabilitation and when the characteristics of adjacent neighborhoods will be deeply affected.

This Demonstration Study, therefore, strongly recommends a systematic program of data gathering and evaluation at the city-wide and neighborhood level. Its population component should be wide, rather than restrictive, and should be designed to measure the impact of the renewal program on the characteristics and needs of the population, and simultaneously show how changing population characteristics and mixtures are likely to affect the renewal program itself. Because of

serious data deficiencies, there are wide gaps in such knowledge today. Reliance on the decennial population census obviously has little meaning for a program where data must be available several times during the decade. Special censuses, once every three or five years, are much more appropriate for this purpose and these can be developed through efforts of the U. S. Bureau of the Census or through private research and data-gathering agencies.

A major repository of pertinent data exists within the public and private agencies of Newark. For example, births and deaths by place and by ethnic group should be mapped annually from vital statistics records of the Newark Department of Health and Welfare. School records of the Board of Education could implement the picture of internal and external mobility, indicating where the demand for housing and other pressures are likely to be greatest in the near future. Similarly, close cooperation with the Council of Social Agencies, the Associated Community Councils, and the Newark Commission for Neighborhood Conservation and Rehabilitation should be maintained and annual reviews of their broad experience with Newark's population and neighborhood needs should become part of this updating program.

A similar effort must be directed towards continually evaluating the needs and trends of business and industry in Newark. Here, too, the renewal program will undoubtedly produce major changes. Plant expansions, relocation of retail, commercial, and industrial firms, and the renewal of both occupied and open industrial areas (including the Meadowlands) are bound to have a marked impact on the size and nature of the economic changes. This impact will be felt in the central portion of the City as well as in the outer industrial districts. Annual employment figures by major industrial and commercial groups in each district (including the CBD) should become part of the data-gathering and analysis program during the next decade. This information is collected, but not published, by the N. J. State Department of Labor, and, at present, only city-wide totals are available. In addition, tabulation and analysis of new plant, office, and retail construction, summarized for the past decade by this Demonstration Study, should be assembled annually during the next ten years.

Other significant regional economic changes (such as the scope and character of Newark and Elizabeth port development, locational trend into and out of the City, plans and proposals for a new regional jet airport, the impact of the Federal highway program, and the growth of new regional shopping centers) should be carefully evaluated in the decade ahead. An important role in these areas of investigation will

fall to the Newark Economic Development Committee, the Newark Association of Commerce and Industry, and other business, commercial, and industrial organizations.

a continuing land use and housing inventory

Since no renewal program can progress without a basic land use tool, this study recommends that the complete structural inventory, developed in 1957 for the Newark Department of Revenue, be kept up to date on a monthly basis. Such a task has already been started by the staff of the Central Planning Board in connection with this Demonstration Study, and the 1957 inventory of land uses has been adjusted for new construction and demolition which have taken place since then. This has been accomplished by using the records of the Division of Inspection in the Department of Health and Welfare where building and demolition permits are filed. It will, of course, be necessary to continue this updating function and to add conversions as a regular feature to it. An obvious and important outgrowth of the utilization of building permits and demolition data is the geographic charting of new housing and non-residential construction. These data should be assembled by type and by neighborhood so that the character of residential, commercial, industrial, and institutional construction can be followed month by month.

A housing market study is designed to answer some of the most basic problems raised by the renewal and replanning process in Newark. Yet, such a study does not exist today. For example, it is vital to know as much as possible about the demand for housing and the ability to pay for it. With relocation as the major generating factor, we may ask: how much housing and what rentals can relocated families afford now and in the decade ahead? What should be the size of a realistic middle income housing program? of a higher rental program? of a low rent public housing program? Do we know enough about the nature of the non-white middle income needs and demands for housing to assess their role in the renewal picture? What is the nature of the market for existing accommodations, whether rented or owner-occupied? This Demonstration Study strongly recommends that at least one comprehensive housing market study be made, preferably in the early part of the 1961-1971 decade.

cost and financial review

In Chapter 2, estimates of the City's ten-year renewal costs and ability to pay were made. These should be subjected to a year-by-year scrutiny as the actual expenditure and revenue position of the City unfolds. As actual cost experience becomes available, estimates of land acquisition costs developed by the Newark Housing Authority and Redevelopment Agency should be revised at least once a year. Among other factors, the role of any inflationary pressures should become apparent, and the basic component of renewal cost, i.e., land acquisition, will become considerably more refined. Similarly, the six-year capital improvement program, wherein capital expenditures for each year except the first are projected, should be subjected to review. Changing

needs and priorities will, of course, affect the capital program; the close relation between it and the renewal effort demands a continuous matching of one against the other.

Since renewal costs, including schools, playgrounds, streets and utilities, public buildings, etc., constitute a major portion of anticipated capital expenditures, the City's ability to finance these improvements must be reviewed closely and periodically. While tax revenues are not used directly for such capital outlays, they nevertheless represent the base on which such expenditures are founded. It is also of considerable importance for the City to periodically evaluate its gains and losses in ratables and service expenditures which are directly connected with demolition, clearance, and reconstruction in renewal areas and rights-of-way of new traffic arteries. Preliminary investigations indicate that a very substantial over-all tax gain is likely to result from the recently completed Branch Brook and Broad Street redevelopment projects. If this is followed by similar tax benefits from all other privately developed current renewal projects, the City should be in a position to evaluate the extent to which it can underwrite other phases of its renewal effort, such as the program to stimulate middle income housing construction.

program review

This phase of a continuous review procedure is the key to control of proper renewal development in the entire City. It should involve a constant determination as to whether each project is proceeding according to schedule. But much more than this is necessary. The massive impact of renewal activities on existing neighborhoods will have to be gauged quite frequently so that action can be taken when undue disruption seems imminent. In residential areas, this may be expressed by fears and tensions over relocation, the influx of new neighbors, and the physical problems of finding new accommodations. Problems such as the unforeseen pressure on streets due to street closings and new highways, the "crises" in school needs when major population shifts occur, new and unexpected recreational and shopping demands, and literally dozens of related problems require review. Commercial and industrial renewal projects should be frequently reviewed and evaluated for their impact on adjacent residential neighborhoods. The actual, rather than projected, effect on vehicular traffic, and the degree to which business and industry find the new area acceptable, must be analyzed. There is unquestionably a large area of impact in residential, commercial, and industrial renewal programs which can not be accurately predicted, and the City should be flexible enough to take whatever action may be called for by a continuous, constructive review of the program as it progresses.

In this kind of stock taking, it is almost inevitable that the inter-relationship of renewal projects should be assessed. Many of them, plus the proposed "loop" system of new highways, are either physically contiguous or so close to each other that their mutual interaction is inevitable. For example, it will be necessary to examine the effect of the Midtown Distributor as a prime traffic generator, in order to get

some understanding as to how this traffic artery is likely to influence adjacent renewal projects.

Another kind of inter-project review has already become an important issue. This relates to the effect which a clearance operation in one area can have on an adjacent rehabilitation or conservation project, i.e., to what extent relocation from the clearance area complicates and impedes the renewal of the rehabilitation area. It is only through a continual review of these programs that inconsistencies and contradictions can be detected and corrected.

In a like manner, the ten-year "cycle" system of housing and zoning code enforcement, discussed in Chapter 2, should be submitted to periodic evaluation. This would be particularly appropriate in the rehabilitation and conservation areas where it would be quite important to measure the effect of the inspection program on the quality of homes and neighborhoods. Such an evaluation can prove exceedingly useful in many ways. If a follow-up were carried out one year after completion of a code inspection program in a given area, it could determine which blighting factors can be eliminated by code enforcement, the kind and sources of blighting influences not susceptible to an enforcement program, and what additional activities are necessary. This sample review is not primarily intended to see whether the individual landlord has complied with the provisions of the housing and zoning code. Its main purpose is to measure the impact of the program itself on the neighborhood, and to devise better techniques, if necessary, for halting the spread of blight at its very inception.

administrative needs and review

Responsibility for the over-all review and coordination of the ten-year renewal program should be centralized in the Urban Renewal Policy Coordinating Committee recently appointed by and directly responsible to the Mayor, who is its head. This group consists of the President of the City Council, each Department, Board, and Commission head, as well as the Directors of the Newark Housing Authority, the Newark Economic Development Committee, and other organizations directly concerned with renewal objectives, coordination, and execution and is coordinated through the City Planning Officer. This Committee has been organized to assist in the establishment of renewal goals and policies and should now exercise a continual review of the total progress, as well as the progress of the individual parts, of the program. It will



Reviewing the urban renewal plan each year

meet frequently to review proposals at each step of the renewal process, determine project priorities in accordance with over-all City needs, and promote joint action on the part of all agencies engaged in renewal activities. This policy committee will also review the performance levels of the over-all program and serve as a liaison between the operating agencies and the public.

Such an administrative arrangement gives the program a coherence and unity that is clearly essential for a ten-year renewal undertaking involving basic improvements in the character of Newark's residential, industrial, and commercial areas. It also recognizes and stresses the fact that close cooperation of all agencies is a prime requisite for the ultimate success of the program.

7. renewal incentives . . .

a program to stimulate new middle income housing and neighborhood rehabilitation in newark

In order to obtain maximum participation for the continuing ten-year program from private building and investment groups, the City will have to find ways of spurring large-scale, private investments in home improvements and home construction. At present, Newark's major renewal "tool" is the Federal-City "write down" for land acquisition provided in the Housing Act of 1949 As Amended. While this is an outstanding stimulant of urban renewal development throughout the nation, it is not likely, by itself, to marshal the variety and breadth of housing investment necessary to meet the housing needs of all segments of the population. It will, therefore, have to be supplemented by measures designed to facilitate a flow of funds from uncommitted sources ranging from private developers, cooperative groups, and financial institutions to the small homeowner and landlord in the "typical" Newark community. This chapter will examine and recommend a number of investment incentives for new, private, middle income housing construction and neighborhood rehabilitation. The recommendations should form the framework of a program which will take more concrete shape in the years immediately ahead.

the prerequisites for a middle income housing program

If middle income rentals can be defined as ranging from \$85 to \$130 per month, there are approximately 30,000 families in Newark who can afford and probably are paying such rentals today. These families represent approximately 25 per cent of the City's population; yet, little post-war housing has been constructed for this economic level. Only about 3,800 private rental units (primarily higher income) have been built in Newark during the past ten years. It is safe to say that there is a great vacuum in this field. In addition to the normal and regular housing market needs (needs generated by marriage, housing replacements, etc.) the special pressure of relocation will swell this demand in the decade ahead. Although most displaced families are likely to be in the lower economic groups, thousands of middle income households are also scheduled to be relocated through renewal programs, highways, and other public works; yet nothing has been able to be built to meet their needs. The consequence of this paralysis in the middle income housing segment will continue to be three-fold; firstly, the rapid movement of moderate income families to the suburbs; secondly, the intensification of pressures at all housing-income levels; and thirdly, the slow pace of community redevelopment where slums and housing de-

terioration is outstripping new housing construction. Unless middle income housing in sufficient quantity becomes a reality, the long-term comprehensive urban renewal program outlined in this Demonstration Study will have little chance to succeed.

The obstacles to this phase of the program are serious ones, but they can be surmounted. From the point of view of the developer who will ultimately determine the scope and rate of investment, middle income housing becomes sufficiently attractive if the following three conditions are met: (1) land sites at reasonable cost per dwelling unit are made available; (2) full property taxes on new construction are substantially modified; and (3) long term, low interest loans are made available.

This Demonstration Study recommends State and municipal action on all three points. It is convinced that such an approach is both necessary and realistic, considering Newark's renewal needs. This Study, in

Incentives for more private construction must be found



examining all existing New Jersey laws and practically all middle income programs of other cities and States, found that the above three points generally constitute the core principles. The experience of New York City and New York State are particularly revealing and helpful in this respect.

It should be noted that under such a three-fold program, Items 1 and 2, (land sites and taxes) will involve costs to the City but Item 3 (direct financing) can be made self-liquidating.

availability of land sites

Land for housing construction is now a scarce commodity in Newark where rapid and early residential development has consumed practically the entire area of the City, excluding the Meadowlands. A developer of middle income housing would, therefore, find it exceedingly difficult to find suitable vacant land on which to build, a situation which is a major stumbling block to renewal development. The City of Newark, and to some extent the State, can play an important role in overcoming this drawback by embarking on a program to assemble and prepare both vacant and occupied land for middle income housing use.

This program has a number of elements which are simple, direct, and involve little expense to the City, but it also contains a longer-range and thoroughgoing approach to the problem. The tables of information preceding each community analysis in Chapter 8 show that scattered plots of vacant land exist in all communities throughout the City. These are generally isolated lots or sometimes groups of small lots which may, under certain circumstances, be suitable for residential development. At the outset, the City should prepare an inventory of such land showing its size, location, value, and other characteristics. Moreover, by acquiring property adjacent to these vacant lots and selling them at cost to the developer, it may be possible to organize and assemble moderately large tracts (perhaps half a block or more) for profitable housing development. These acquisitions could be made on a small scale at little expense to the City; yet, they may "free" larger areas of vacant land. Working closely with prospective middle income housing developers, such a program might provide limited but practical assistance in the essentially private acquisition of vacant land.

A broad program involving City acquisition and write-downs for occupied sites will be necessary in order to stimulate a more comprehensive middle income housing effort. Sites both downtown and in peripheral areas should be made available to developers willing to build for the middle income market. If these sites are not restricted solely to urban renewal project areas, a wide choice of locations is then open to developers.

In order to make additional sites available for middle income housing development, the State Limited Dividend Housing Corporations Law would have to be amended to provide for the municipal use of eminent domain in acquiring such land. The right to use eminent domain for this purpose centers around the recognition by the State that urban renewal, especially as it applies to housing needs, is a community concern. Precedent for utilizing eminent domain for privately sponsored

housing was established in earlier State laws, i.e., the Redevelopment Companies Law and the Urban Redevelopment Law. These, however, proved unworkable. The eminent domain features should be incorporated, by amendment, into the current Limited Dividend Housing Corporations Law which is specifically designed to stimulate middle income housing. The provision could be made applicable outside of urban renewal areas, provided persons displaced by renewal programs be given priority in the new accommodations. This feature, besides being a logical adjunct to the ten-year renewal program, would provide a legal basis for exercising the power of eminent domain. If the City acquires the right to assemble land outside designated renewal areas, it will take a major step towards bringing about a middle-income housing program for Newark.

Some sites thus acquired might be used for middle-income housing without land write-down aids. If sufficient sites are not attainable within the accepted range of per unit costs for middle-income families, it may then be necessary further to encourage private or co-operative investment by providing limited land write-downs. These should be shared by the City and State, the legal basis for which should be included in appropriate amendments to the current Limited Dividend Housing Corporation Law. Since the City is already participating in such outlays as part of the Federal Title I program, the sharing of such costs by both levels of government does not involve a wholly new departure from theory or practice. Recently, the State of New Jersey began to participate in the renewal programs of municipalities by sharing certain renewal study costs. At the same time, the existing legal and administrative machinery should give stronger emphasis to encouraging new middle-income housing in centrally located areas.

tax modification and abatement

The ramifications of a tax policy (whether consciously conceived or not) penetrate deeply into the whole fabric of housing construction, rehabilitation, and community renewal. A full analysis of taxation and its implication for a long-term urban renewal program would have to examine a wide range of taxes and taxing levels. For example, our present system of *ad valorem* taxation compels us to tax new construction the most, and dilapidated, older structures the least. The result is a tax bonus for slum ownership and a tax penalty for the creation of modern standard houses. Yet, a similar dilemma is posed by the rehabilitation of structures. Property owners have complained that they are concerned lest improving their property will result in their assessments being increased. In order not to inhibit necessary housing renovations, it is becoming increasingly evident that the solution in many urban communities lies in partial tax exemption of improvements. Another fundamental aspect of this problem revolves around the possibility of easing the property tax burden through the enactment of a State-wide tax on personal income or sales. The arguments for and against such a levy are beyond the scope of this Demonstration Study. Although it is evident that these wider tax issues are inseparable from the goal of a long-range urban renewal program, this chapter will nevertheless

confine itself to a program of tax abatement on new housing construction and rehabilitation designed to stimulate private investment in middle income housing.

It has been recognized for some time that private residential construction carrying full taxes cannot provide new housing for the middle income families of Newark earning between \$5,000 and \$8,000 a year. Assuming cost of construction at \$3,000 per room, assessment at 50 per cent of value and the present rate tax of \$10.11 per \$100, a four-and-a-half room (two-bedroom) apartment would have to bear at least \$50 a month in taxes. It is economically impossible to build and rent such an apartment operating on a full tax basis for less than \$40 a room per month. This rental is far beyond the modest means of the family who is seeking standard housing accommodations or who must be relocated because of renewal programs. For example, *Mount Prospect Towers* in the northern section of the City, and other private housing developments, being built without special tax treatment, are necessarily for a market of high-income families. The inescapable fact remains, as it has for ten years—there is no private construction built or contemplated either to meet the normal needs of Newark's middle income families or to cope with the enormous problem of re-housing thousands of such families who will be displaced by the projected ten-year program.

background and existing legislation

During the War and immediate post-War period, State legislation was passed to encourage private individuals, savings banks, savings and loan associations, cooperative groups, and others to invest in middle income housing. These efforts were embodied in the Redevelopment Companies Law of 1944 and the Urban Redevelopment Law of 1945 followed by the Limited Dividend Housing Corporations Law of 1949. All three are currently in effect and contain tax exemption provisions to encourage redevelopment or new housing by private, institutional or cooperative developers. However, the Limited Dividend Law is the only one of the three which has resulted in any housing at all. College Towers, in Jersey City, with 320 units, is the only completed project. Land is now being acquired in Asbury Park for a development which will provide about 280 units and other has been suggested for Trenton.

In order to make investment possibilities more attractive, Governor Meyner in his 1960 annual message recommended amending the provision of the Limited Dividend Housing Corporations Law to increase the dividend limit from 6 to 8 per cent of the equity invested. At the same time he recommended that payments in-lieu-of-taxes be raised from 10 to 15 per cent of gross shelter rent. These recommendations were approved by the Legislature in 1960.

Recently, State legislation of a somewhat different type has been adopted to encourage industrial and commercial construction as well as residential building in blighted areas. Under this plan, profits of developers are limited to a percentage of the total project cost. This percentage would be $1\frac{1}{4}$ per cent higher than the interest rate paid on the first mortgage of the project. An annual sum, equal to 15 per cent of



Private investment in upper middle income housing

gross rental income, would be paid to the municipality in lieu of taxes over a 20-year period. This legislation, entitled "Urban Renewal Corporation Law of 1961," overcomes some of the deficiencies of the unworkable Redevelopment Companies Law and Urban Redevelopment Law, and at the same time, provides for more favorable payments in lieu of taxes than either of the existing laws. It does not provide, however, for moderate income housing units and is limited to designated renewal areas.

Somewhat paralleling these legislative developments which lean heavily on tax exemptions as a housing stimulant, attempts were made at the State level to provide funds for long-term, low interest financing. In 1949, a proposed bond issue to make such favorable financing terms available to middle income housing investors was defeated at the polls. Since then, other efforts have been made to obtain public approval for a similar bond issue, but these have yet to reach the referendum stage.

tax exemption in non-blighted areas

As in the acquisition and assembly of land, the City should adopt a tax exemption policy which will encourage investors to develop middle income housing, not merely in designated urban renewal areas, but anywhere in the City. The tax exemption experience in New York State, which goes as far back as the Limited Dividend Housing Companies Law of 1926 and continues to the Mitchell-Lama Law of 1955, is operative in all urban areas. These acts have stimulated the construction of moderate rental housing primarily in non-slum areas of New York City. In drafting such a program for Newark, a question of considerable

importance arises: Whether tax exemption under Section 3 of the State Constitution must be limited to improvements constructed in blighted areas or whether exemption can be applied to housing in sound areas when used to facilitate relocation from blighted sections. A liberal interpretation which would permit the use of the tax exemption device to stimulate housing in non-blighted areas for relocation purposes seems more in keeping with the underlying public purposes to be served. The attitude of the New Jersey Courts in matters pertaining to slum clearance and the prevention of the spread of blight indicates that such an interpretation would probably be upheld, should the question be litigated.

The Limited Dividend Housing Corporations Law and the regulations of the Public Housing and Development Authority of New Jersey do not limit projects to blighted areas but rather describe the purposes to be served as "providing for and making possible the clearance, planning, development, or redevelopment of blighted areas." Under regulations made effective in September 1959, such housing will give priority to families who are, or probably will be, displaced from blighted areas for reasons cited above.

the tax abatement—limited dividend formula

Provisions of the current State Limited Dividend Housing Corporations Law designed to produce moderate rentals between \$20 and \$30 per room per month include: 1. the right of the local community to exempt such housing from real estate taxes but to receive payments in lieu of taxes amounting to 15 per cent of gross shelter rent; and, 2. the necessity of the developer to limit his dividends to 8 per cent of his invested equity.

In the present real estate market, such limitations can bring rentals in newly constructed buildings closer to the middle-income range as shown in the illustration below. Under existing laws and with construction costs and interest rates currently in effect, the rent differentials due to tax exemptions for a four room apartment are estimated as:

	Rent per month— 90 per cent mortgage	Carrying charges per month (co-op) with 90 per cent mortgage and 10 per cent down payment of \$1,400
Full taxes	\$149	\$135
Tax abatement — limited dividend	129	115

This is, to be sure, an important saving even though it does not go the entire way to meet the middle income housing need. It represents, however, a purely abstract "gain," since no housing whatsoever has been constructed in Newark under its provisions. Clearly, a more flexible and attractive formula must be devised to encourage private investment in moderate rental housing and municipal "investment" in tax abatement. While the legal basis for tax exemption is fairly well

established, there is general municipal reluctance to granting tax benefits for middle income housing. This is reflected in the amendment to the Limited Dividend Housing Corporations Law sponsored by the State Housing Council in 1960 which increased in-lieu-of-tax payments from 10 to 15 per cent of gross shelter rents. The Council believed that this change would make the use of the law more attractive to local communities. Unfortunately, the new law, like the old, specifies a fixed percentage rather than allowing the municipalities to set the payments within limits established by the legislature. A more flexible arrangement would permit exercise of local judgment based on need.

Changes in the Limited Dividend Housing Corporations Law along these or similar lines should be guided primarily by local needs and by the realization that both the City and the potential developer of middle income housing share a basic interest in the nature and extent of tax abatement. They must also take into account the degree of tax abatement vis-a-vis the extent of dividend or earnings limitations and establish a ratio between both which will produce the greatest amount of middle income housing investment and construction.

In the light of these suggestions, it will certainly be necessary to develop a fuller understanding of the impact of a tax abatement program on Newark's total tax base and its prospective financial capacities. This would answer such questions as: What tax revenue gains to the City will accrue through the current Title I program? Will this be sufficient for Newark to undertake a middle income tax abatement program? What are the gain and loss aspects?, etc. These problems should be subject to a continual annual review and analysis by the Urban Renewal Policy Coordinating Committee in order to balance the City's financial needs and resources.

the financing of middle income housing

Procuring long-term, low-interest financing is the third major element in a comprehensive program for new, moderate rental housing construction. In many ways, it is the heart of such a program, since land write-downs and tax relief will not in themselves produce middle income housing at current construction costs and under present mortgage market conditions. The effect of low-interest, long-term financing is illustrated in the following table where construction and equity costs have been kept constant for a two-bedroom apartment but financing terms, more favorable than now available, are introduced.

TABLE 19 MORTGAGE FINANCING TERMS

	3% 50 years	3% 40 years	4% 50 years	4% 40 years	5¼ plus ½% 40 years
Rental Development paying full taxes	\$120	\$125	\$128	\$132	\$147
Rental Development with tax abate- ment—limited dividend assistance	93	99	102	107	125

The above table illustrates that by extending the term from 40 to 50 years, the monthly charges or rental can be reduced by almost \$5.00, and that by decreasing interest rates by one per cent, an \$8.00 drop is possible. When tax abatement is utilized, the rental for a four-room apartment would be about \$93 a month; it jumps to about \$150 a month without these inducements. While this is a sizable and significant difference, it is really even wider since little rental housing has come on the Newark market at less than \$45 per room per month, or about \$180 for a four-room apartment.

It is evident from the foregoing that if real middle income housing is to be achieved, State or municipally aided financing plans will be necessary. New York State has utilized a number of different approaches. Under their Limited Profit Housing Corporations Law, loans to developers, made available through State or municipal bond issues, have resulted in exceptionally favorable financing terms, e.g. as low as 3½ per cent for 50 years. In New York City alone, 17,845 moderate rental units were planned, begun, or completed under this program as up till July 1, 1961. New York has sought to spread the benefits of its bond issue by encouraging participation of private investments in the borrowing pool. About \$70 million from savings banks and insurance companies have been pledged to date, although it was hoped to pool \$200 million of such private funds with the \$100 million of State monies obtained through bond issues. While this device raises only slightly the interest rate to developers, it would triple the funds available to them for moderate rental housing construction.

One of the virtues of this program is that it is self-liquidating as long as the loans are repaid, and there is every likelihood that their obligations will be met. Since rents or carrying charges would be relatively low, few vacancies would exist in these housing developments, making the mortgage loan all the more secure. Few programs offer so much concrete benefit for the citizens at such little cost, and the fact that it enjoys the support of both political parties in New York State accounts, in a large measure, for its success.

New Jersey contemplated a State lending program in 1949 at which time a bond issue for \$100 million was placed on the ballot. Although defeated at the polls, the issue was raised again last year when the State Assembly adopted a recommendation of the Governor for a \$25 million middle income housing bond issue. The Senate, however, did not act on the measure. Despite the unfavorable climate for such action at the State level, the City of Newark should explore the possibilities of a municipal loan program. The 1949 State enabling act is sufficiently broad to permit municipalities to issue bonds and loan the proceeds to builders, cooperatives, redevelopment companies and others willing to undertake middle income housing. If it can be shown that the bond issue is self-liquidating, the State can permit the municipality to issue bonds without affecting the locality's debt limit. It is urged that the City of Newark ascertain whether there would be any question as to the marketability of such city bonds under the law; if not, it might clear the way for a program utilizing this device.

A housing development built in accordance with such a program

would be subject to general supervision by the State agency. In addition to favorable financing terms, the development might be granted tax abatement and, if necessary, land write-downs so that the combination of all three factors could be utilized to produce even lower monthly housing costs and thus reach families at the lower end of the middle income range.

a middle income housing program and the city's share of the cost

On the basis of the first ten-year renewal needs and possibilities in all of Newark's residential communities, this Demonstration Study recommends that the City actively encourage the construction of a minimum of 5,000 middle income rental and/or cooperative housing units during the next decade. If this goal is to be achieved, land assembly and write-downs plus tax abatements and favorable financing terms will have to be made available to private, institutional, or cooperative developers. In addition, a positive policy of tax abatement for specific home improvements should be adopted, so that landlords and homeowners will be encouraged to renovate and upgrade their residential properties without fear of undue increases in assessments.

In considering the possible costs to the City arising from new, moderate rental construction, it is quite clear that land write-downs will be an expensive item while long-term, low-interest financing need not be. Nor is it likely that tax abatement will represent an over-all loss to the City. For example, payments in lieu of taxes will obviously be substantially lower than what the City would receive if the new structures were fully taxed, but this is a somewhat specious argument since such accommodations would probably not have been constructed at all if not for the aids suggested here. Moreover, it is quite likely that payments in lieu of taxes would be at least equal, and probably exceed (depending on the nature of the site), the taxes collected from the replaced structures. There is even strong doubt whether the shift in municipal costs and services which would accompany such a construction program represents a net tax "loss" to the City. To the extent that new schools, police stations, health clinics, libraries, etc., need to be built or enlarged, this does involve additional municipal expenditures but, this is normal and inevitable in the very context of population redistribution, either with or without new construction. On the other hand, improved surroundings means a decreased need for fire, police, health, and other services from the City.

It is recommended that the construction of 5,000 middle-income units be based on the following physical standards so that they are consistent with a realistic and desirable growth pattern for the City:

a — They should be located in or near the central core of the City as well as in the communities further out, such as Clinton Hill, Newark North, Roseville, and Weequahic. A maximum effort should be made to encourage such building in the five proposed renewal project areas.

b — On the average, they should occupy between 20 to 25 per cent of their sites, although new houses and garden apartments would probably exceed this average while high-rise buildings would fall below it.

c — They should range in height from two-story to 22-story structures,

with taller buildings closer to the center of the City.

d — They should accommodate an average of 60 families per acre.

Under these broad assumptions, based on current Newark densities, heights, and coverages, as well as desirable standards and distributions, about 80 acres of land will have to be acquired for this important phase of the City's long-range renewal program. Assuming that land write-downs will be necessary for all 80 acres and that it alone will bear the entire cost, the City would then be obligated for approximately \$16.8 million. These assumptions, however, are extreme since it is expected that not all moderate rental housing developers will need to take advantage of land write-downs and that the State will share such expenses with the City when necessary. On this basis, it is likely that the City's land write-down expense in this program could aggregate between \$8-\$10 million. These estimates are necessarily quite tentative, but they do represent a direct out-of-pocket expense for the City. They should be compared with the tax revenue which these 5,000 middle income units are likely to generate. Under the present limited dividend formula, i.e., 15 per cent of gross shelter rent, about one million dollars a year will be forthcoming as a payment in lieu of taxes. While this amount may vary somewhat depending on the exact formula that is ultimately used, it is apparent that the City can "recoup" its write-down losses within 10 years and, at the same time, probably collect more in taxes than was available from the former site properties. Such a program will furnish a substantial impetus to Newark's renewal effort and appreciably strengthen its tax base.

It should be noted that the City will probably be benefiting from an over-all rising revenue position due to substantial Title I tax gains in

Middle income garden apartments help make renewal possible



the coming decade. This was clearly and carefully documented in a recent article in the *Newark News* which measured all the significant tax gains and losses involved in the servicing, acquisition, clearance, and write-down of the Branch Brook and Broad Street areas, Newark's first Title I developments. The article indicated that within six to ten years after completion in 1960, this development will have written off all the City's tax and write-down losses incurred and returned \$475,000 annually in taxes compared with the old revenue total of \$242,000. Several existing Title I programs, now in the stages of acquisition, will probably result in even greater tax gains to the City. The Newark Plaza, Essex Heights, Hill Street, and South Broad Street redevelopment programs will create a "cushion" of additional taxes against which the outlays involved in the land write-down for middle income developments should be evaluated. It makes excellent fiscal and administrative sense to stimulate, encourage, and write off these moderate middle income housing outlays with part of the substantial tax gain which will be available from higher rental apartments and commercial structures constructed under the Title I program.

the rehabilitation and conservation of newark's neighborhoods

Heretofore, our attention has been focussed on a program to stimulate new housing construction, but it is quite evident that the rehabilitation and renovation of existing residential structures are equally significant features of a long-range renewal effort. In examining conditions of residential buildings and delineating renewal areas, it was found that 12,475 structures containing 37,783 dwelling units fell into the rehabilitation category (as indicated in Chapter 1). These represent close to 30 per cent of all housing accommodations in Newark, most of them in need of a variety of internal and external repairs in order to maintain their structural usefulness. In addition, attention will have to be directed towards the 22,500 structures and 56,720 dwelling units in the conservation class which are in average or better than average condition but which are also susceptible to blight and blighting influences. In the light of this massive renewal need, the current federally assisted rehabilitation program involving 14 blocks in the Clinton Hill Rehabilitation Project represents little more than a pilot effort.

It is becoming increasingly clear that rehabilitation and conservation of structures and neighborhoods is far more complicated than at first appears. On the governmental level, coordination of code enforcement, zoning, new public improvements, traffic rerouting, new school and recreational needs, parking facilities, etc. are involved. In addition, private lending institutions are expected to enter into some new and untried fields of financing. Neighborhood associations, tenants, and landlords and owners of all kinds of properties are expected to learn their mutual responsibilities, accept them, and take suitable action. All of this complex, many-sided operation, including governmental administrative machinery, must be geared to a rehabilitation-conservation effort.

housing code regulations

The last decade has seen the housing code emerge as the prime legal

tool for rehabilitation. The code, regulating as it does existing structures, raises serious questions as to how far government may invade the sanctity of the private residence on the grounds that substandard housing is no longer a personal matter but a public concern. Unlike building codes and to a large extent zoning ordinances, housing codes operate retroactively; that is, they have the effect of compelling changes in existing property to conform to new standards.

The question of how far retroactive regulations may be enforced was raised but not decided last year in a case involving the Newark housing code. Decisions already rendered on the code have upheld provisions requiring whitewashing or painting walls and ceilings, maintenance of hot water equipment, protection of pipes from freezing, and installation of water closets. Each of these cases has recognized the code as an essential extension of the police power vested in the City to protect public health and safety. Public officials and attorneys concerned with code enforcement are convinced that the immense importance of the housing code to combat the growth of sub-standard housing and blighted areas will influence the Courts to uphold sweeping powers embodied in the code, including retroactive features.

One of the emerging "frontiers" in code enforcement is whether or not the code may extend to features not so readily identified with health and safety, namely to aesthetic aspects more clearly related to maintaining a neighborhood and upholding property values. Aesthetic regulations have been treated more cordially by the lower courts since the U.S. Supreme Court decision in 1954 of *Berman vs. Parker*. The New Jersey courts, which once had rejected aesthetic regulations, have in recent years indicated their willingness to uphold them. The discussion in each of these cases, however, has related primarily to zoning.

This year a neighboring municipality, the City of East Orange, adopted as part of its housing code, neighborhood upkeep regulations which are more closely akin to aesthetic than health or safety purposes. "Public welfare" needs, a recognized basis for exercising the police power in zoning cases, may well be extended to such regulations as part of a housing code. In an early case on the Newark housing code, "slum prevention" was recognized as a public purpose. The court felt that if expending "millions, or perhaps, billions" of public funds was a proper exercise of public power, then measures designed to require property maintenance and forestall part of such an outlay in the future were similarly justified.

If slum prevention to preserve the public welfare is a justifiable basis for regulations and controls, then it would follow that a code should be of sufficient scope and force to materially contribute towards this end. In this sense, maintaining property is no longer simply a matter of the health and safety of the occupants but, in addition, is necessary to stop the deterioration of old neighborhoods into blighted areas. The progressive decline produced by careless community housekeeping and apathy is too well-documented in Newark and elsewhere to be ignored by any court, and the prevention of individual property owners from infecting good neighborhoods with blight should become an immediate objective of code interpretation and enforcement.

This raises the further question of whether all features of a housing code must be simultaneously enforced in all areas of the City. Some years ago a "zoned" housing code, under which properties would be classified by type (one-family, two-family, etc.) and, in salvageable areas, subject to differing treatment, was suggested in Milwaukee. Housing in clearance areas would be required to comply with only the minimum requirements indispensable to health and safety.

The experience of this Demonstration Study indicates a rational basis for a "zoned" housing code. Generally the same degree of improvement should not be required in clearance or pre-clearance areas as is required in conservation or rehabilitation areas. Uniformity of enforcement might needlessly increase the cost of slum clearance. Enforcement zeal in such clearance areas must always emphasize the aspects of safety and health. Since Newark has a demolition ordinance for uninhabited buildings there is some possibility that uniformly strict code enforcement would force some slum landlords to demolish sub-standard structures. Should such prove the case, costs of slum clearance and City services would be greatly reduced.

The alternative to zoned housing code is uneven enforcement of the law. However, as a practical matter, this is what most communities actually do. With limited enforcement personnel, areas which are threatened with blight and are more susceptible to a concentrated code enforcement have been given priority. Also, the effectiveness of the program is dependent on administrative judgment so that regulations are enforced where they would make the most sense. The best drawn code contains arbitrary dividing lines. If blindly enforced, the inspection services, the legal staff, and the court can be tied up in absurdities and insignificant violations, while more serious conditions multiply. Recently through the interim results of this Demonstration Study, the Newark Commission for Neighborhood Conservation and Rehabilitation proposed a policy of code enforcement in which greatest concentration would be in fringe areas threatened with blight rather than in deep slums. A pilot program based on this policy is now being carried out by the City.

the use of eminent domain

In addition to housing code regulations, the use of eminent domain should be expanded to permit spot removal of blighting structures as part of a neighborhood rehabilitation and conservation effort. In 1957, Newark revised its ordinances to permit demolition of buildings unsafe for human occupancy. Where substantial investment is necessary to rehabilitate a building unfit for use, owners frequently board up the premises. As a result, the building continues as a local eyesore and deteriorates further. To eliminate this condition, enabling legislation, authorizing the taking of the premises by eminent domain for resale (where rehabilitation is feasible), would appear to be most desirable. This exercise of eminent domain would parallel the recommendations made in the Second Interim Report for use of this power to aid in the elimination of incompatible non-conforming uses. While there are judicial cases which might question the constitutionality of such a use

of eminent domain, the New Jersey courts have taken a liberal view towards the powers necessary for urban renewal. The State Constitution recognizes elimination of blight as a public purpose for which eminent domain may be used. The same reasoning previously suggested also upholds measures designed to "prevent blight" as well as those which would remove it. In 1957, the New Jersey Legislature took an initial step in this direction by authorizing urban renewal in "deteriorating" as well as "deteriorated" areas.

New legislation embodying the power of eminent domain for rehabilitation and conservation, should vest the power expressly in the municipality. Presently there is uncertainty as to whether eminent domain for urban renewal purposes may be exercised under State law only by housing authorities and redevelopment agencies or whether municipalities have also the right to exercise eminent domain directly. This should be clarified. Since extensive residential areas of the City are involved, it is important that the City government and administration have the power to operate the public part of the program. As a minimum, the law should be designed to vest within the local governing body the right to designate the agency which will administer such powers of eminent domain.

Presently, eminent domain, as an essential tool of urban renewal, is predicated upon a public hearing to determine that an area is "blighted." With the program expanding into rehabilitation and conservation areas where the desire to reawaken local pride assumes importance, the use of the term "blighted" may be inappropriate. An amendment to the State law applicable to such areas should permit the exercise of the power to accomplish renewal objectives, but it should use a term more likely to engender local co-operation, such as "neighborhood improvement districts."

It will also be necessary to relate code enforcement to eminent domain. Property owners who have failed to meet their responsibilities in maintaining properties in accordance with codes should not receive awards which are largely based on capitalized net incomes. Illinois in 1959 passed a bill making testimony of sub-standard conditions or occupancy, along with the effect of such conditions on income and the cost of bringing property into compliance with local codes, admissible evidence in condemnation suits. New York has a similar law; the British have had one since 1890. New Jersey might well consider analogous legislation.

Other rehabilitation laws, which have proven effective elsewhere, should be considered for adoption in New Jersey and in Newark. Chicago, for example, has effectively utilized receiverships to compel the rehabilitation of unfit buildings. The unfit building, particularly in better neighborhoods, presents a dilemma in New Jersey. Under present State law, a local ordinance may be adopted offering the owner of a deteriorated building the options of either rehabilitating it, boarding it up, or demolishing it.

From the viewpoint of enlarging the supply of housing, salvageable structures should be improved and restored to use, but the above alternatives most often result in either a boarded up building or a small and

unusable vacant lot. The receivership procedure presents an opportunity to accomplish rehabilitation where the owner is unwilling or unable to undertake it.

home improvement financing for rehabilitation and conservation

Recent efforts to stimulate the flow of mortgage money into structural rehabilitation has produced, until now, a bare handful of home improvement mortgages. Section 220 of the Housing Act of 1949 As Amended, represents a first step in utilizing governmental resources to aid private

Rehabilitation and repair are a renewal must



owners in salvaging declining urban neighborhoods. In Newark, the need for this kind of assistance is very great. Over half the City's housing stock is in the 40 to 60 year old age bracket and about three-fourths of the residential areas of the City are classified as in need of rehabilitation and conservation treatment. On the other hand, some lending institutions in Newark are reluctant to advance mortgage funds on existing structures in many areas of the City.

Too often the structure most in need of repairs is also the one for which the mortgage is the most difficult to secure. The person whose income is small and who lives in these buildings is the person who can make only modest monthly payments; yet financing for him, almost without exception, is on the shortest term and at the highest rate of interest. This underlines the central fact that mortgage funds should be made available on terms other than those dictated by the market. There should be mortgage funds tailored to the income of the many working families who have bought one, two, or three-family homes, complete with second mortgage and tenants.

In rehabilitation areas, mortgage financing aid should not be required to await execution of an urban renewal plan which may be five, ten, or fifteen years off. Delay encourages those forces which are driving the area into further decline. Up till now, neither Section 220 or 221 loans, nor Title I home improvement loans have proven sufficient. The former are dependent on urban renewal; the latter are too short-term and are generally confined to better residential areas.

Recognition must be given to the fact that the type of mortgaging necessary is perhaps not "economically sound" within traditional F.H.A. concepts. But as desirable as economic soundness may be, mortgage funds on modified payment plans designed for the lower income family can encourage home ownership, encourage self-help improvement programs, forestall illegal conversions and overcrowding of rental units, and even reduce the need for greater and more direct federal aids through Title I subsidies and public housing. These reasons for increasing the availability of mortgage funds should be given equal consideration with the businessman's objective of economic soundness. Federal legislation, broadening and liberalizing the F.H.A. 220 and 211 loan provisions for structural rehabilitation, has been passed recently and incorporated into the Housing Act of 1961 in order to intensify this phase of the renewal program.

As code enforcement is stepped up, the question persists — how can the required repairs and improvements be financed? Private funds to fill the gap have been raised and used in Baltimore through its "Fight Blight Fund"; in Cleveland and other communities, through the Neighborhood Corporation. A significant fund is the Mortgage Facilities Corporation, organized in New York State under legislation approved in 1956. Established by thirty savings banks and insurance companies which brought securities in it, this corporation has loaned over \$4,000,000 as of July 1960. None of the loans made in the most recent fiscal years has been in default. New Jersey should enact laws permitting pooling of funds by lending institutions and trust funds to participate in rehabilitation financing. Some form of State guarantee would

greatly enhance the prospects of attracting private capital.

The idea of further efforts to ascertain feasibility and to encourage private ventures is reflected in recent Federal legislation which permits Local Public Agencies to undertake limited rehabilitation as part of urban renewal and charge it directly to the net project costs. The amount is limited to two per cent of the total number of dwelling units but is not to exceed 50 units. The Newark Housing Authority is contemplating structural rehabilitation for public housing and the taking of buildings for resale to private rehabilitators. Pilot projects now explore which kinds of rehabilitation are feasible in order to encourage wider private investment.

In addition to the homeowner who would rehabilitate his property if he could, there is the private investor who also must be encouraged to undertake restoration of older housing on a far broader scale. Private rehabilitation efforts, as described in *Residential Rehabilitation* (Nash and Colean, 1959 ACTION Series) are small, almost minute, in volume. They range from a score to several hundred in scattered locations around the country.

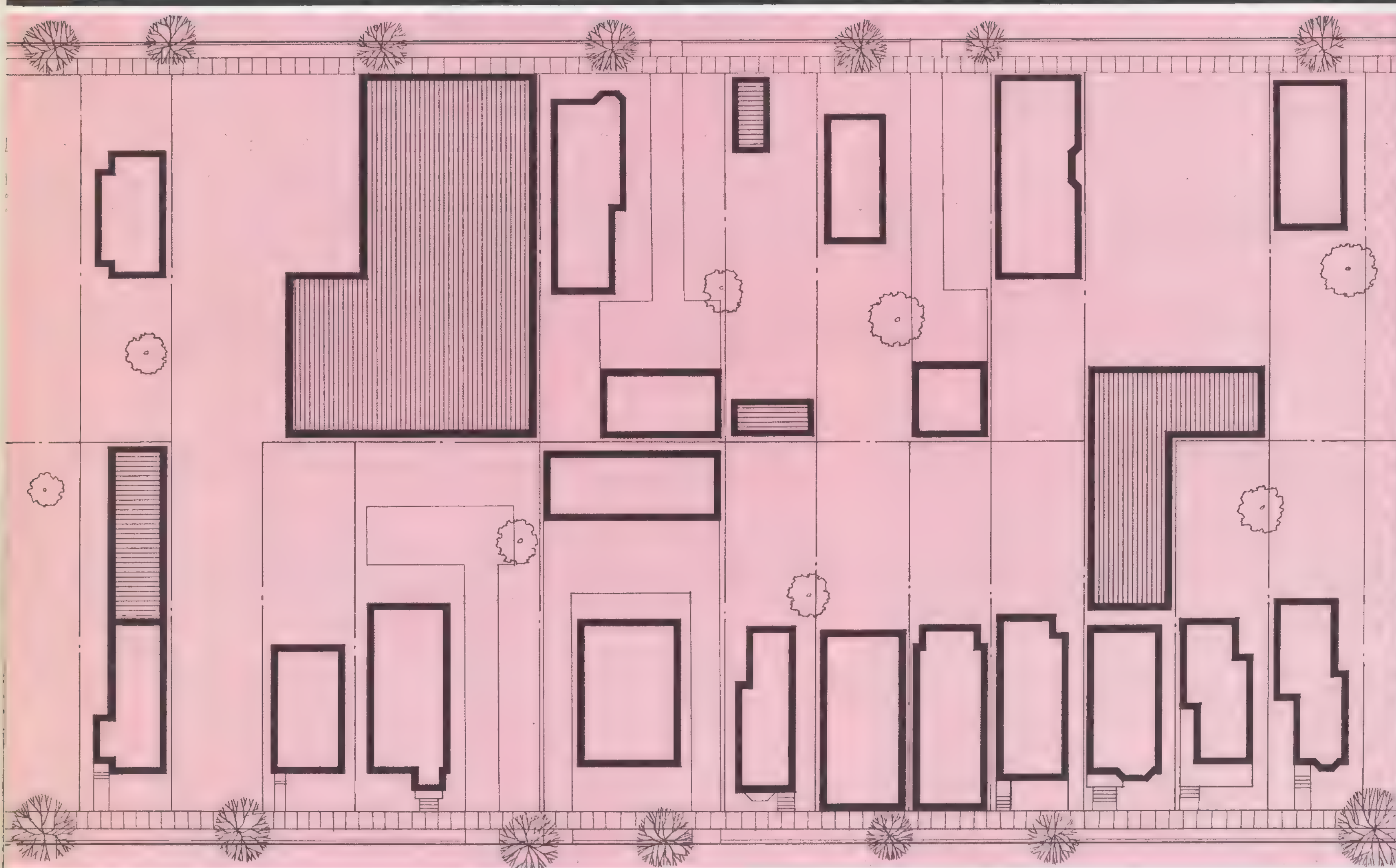
Private rehabilitators have been blocked by lack of financing of a type and on a scale to permit rehabilitation in a meaningful volume. Typically, a private realtor in Newark successfully rehabilitated a small group of buildings on Norfolk Street. When he sought to expand his efforts into a second group of buildings, the realtor was unable to obtain additional financing and so abandoned the effort. Much interest has been expressed by local business people to undertake rehabilitation, but in each case only if they were able to secure adequate mortgage funds.

Because of the magnitude of the need, we must either modify classical mortgage financing prospects in our older neighborhoods or reconcile ourselves to the inevitable fact that without it, rehabilitation of still useful buildings will never be on a scale commensurate with the needs of the community.

the structural possibilities in neighborhood renewal

The upgrading of an area through emphasis on residential rehabilitation can take a number of visual forms. In practical terms, however, compliance with the housing, health, and building codes will tend to set the maximum level of structural renovation, even though landlords and homeowners will be encouraged to exceed that level. Another basic consideration is the fact that the nature of the local housing demand will generally not permit very costly structural innovations since these will have to be translated into much higher rents than are currently prevalent in the neighborhood.

In the Clinton Hill community, it has been possible to determine objectively, for the first time, the nature and extent of structural rehabilitation necessary to bring all buildings up to code standard. The typical building in Clinton Hill (and in many rehabilitation areas of the City) is a frame structure, 2½ stories high on a small lot approximately 25x100 feet with a narrow passageway between buildings. A recent structural survey of all buildings in this 14-block area indicated that a median cost of \$2,500 would be necessary to bring them up to



suggested block rehabilitation

If undertaken with the block rather than the structure as the basic unit, rehabilitation would involve some or most of the changes shown on this illustrative design.

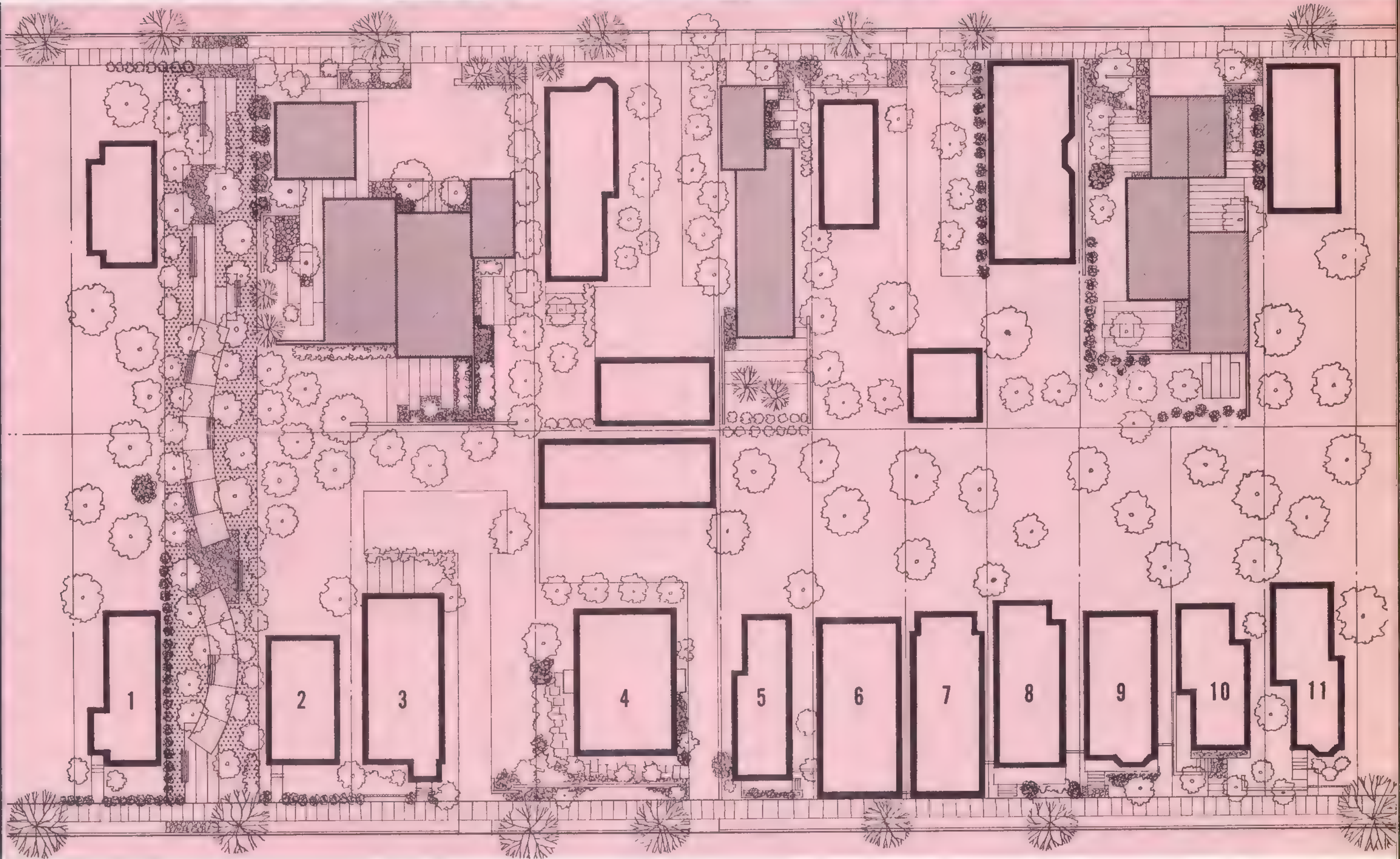
The top strip shows the existing block front of a street near Independence Park in The Ironbound. By and large, its two and three story frame residential buildings are adequate structurally without having undergone basic changes since they were built. The bottom strip indicates what can be done with this block if facade modernizations and landscaping were introduced on a scale larger than is required to meet code standards. It is thus possible to transform an average city





street into an exciting and desirable residential avenue. This kind of treatment minimizes the problems of demolition and clearance which almost always make difficult the renewal process.

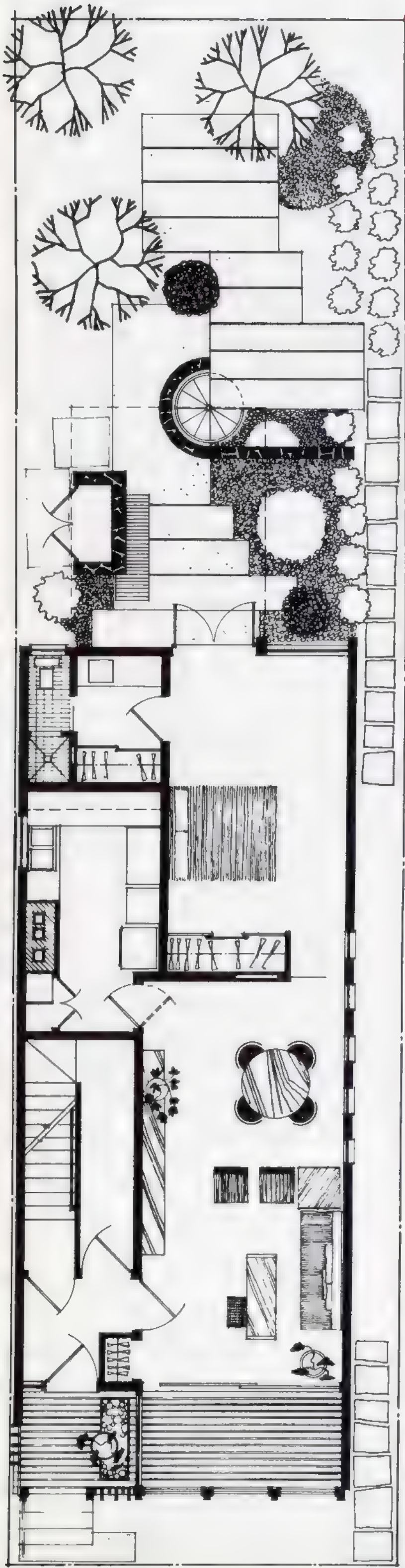
The middle strip illustrates "before" and "after" plans of the entire block. To the left are shown the existing conditions of the lots, buildings, and mixed land uses; to the right, the result of one approach to improvement. The latter introduces a more coherent pattern of land use by replacing the existing non-conforming uses with garden apartments. Another significant change is the utilization of vacant lots to produce a pleasant landscaped walkway through the block, complementing the new buildings that are suggested.



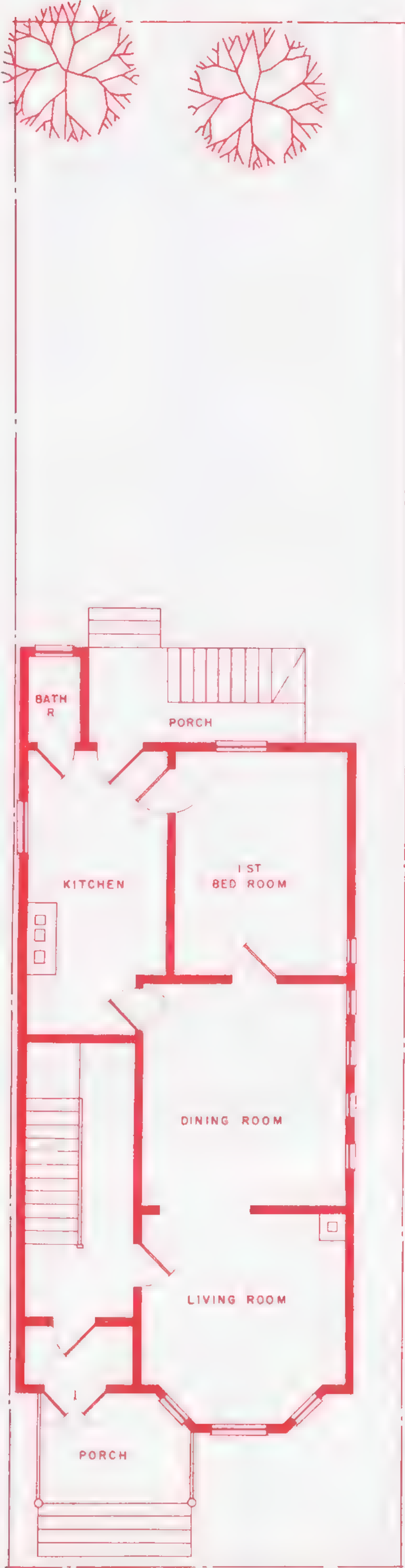
rehabilitation to and above building, housing, and health code standards

minimum cost to code compliance	\$ 3,000
modernization cost for middle income rental	10,880
remodeling cost for high income rental	19,800

	minimum	modernization	remodeling
demolition	—	\$ 400	\$ 900
carpentry	—	4,440	10,250
masonry	—	1,065	1,450
plumbing	\$1200	1,500	1,620
heating	1500	1,200	2,300
electrical	300	475	680
painting	—	1,500	2,200
landscaping	—	300	400



first floor



second floor



Newark's code standards. This would involve a variety of structural repairs such as electrical wiring, painting and decorating, and lath and plaster work.

Unquestionably extending the economic life of the building, these improvements will not involve major internal or external space arrangements nor include visually significant modifications in the block front. While it appreciates the need for proceeding slowly in a program which is generally new and untried, and which must be heavily influenced by the economic feasibility of structural rehabilitation, this Demonstration Study nevertheless suggests that more thoroughgoing architectural treatments are possible and desirable and that these new approaches will assume significance as the legal, administrative, and economic paths towards more intensive rehabilitation are ultimately cleared.

For example, once the landlord invests more than the minimum to meet the code standards, a number of internal space rearrangements become possible. The "typical" rehabilitation building in Newark is structurally sound. Some changes, internally and externally, can substantially improve the character of these buildings. Sometimes an extra

effort can change them from minimal residential units into community assets of the first order.

These extra efforts are suggested in a number of schemes for remodeling. One such building, a typical three-story, three-family frame building, built after the turn of the century is shown on page 64. Not only is the floor plan awkward and inconvenient for contemporary living, but the living conditions are "substandard" by virtue of the inadequate toilet and plumbing facilities. The building and the site are cramped, the situation further complicated by the high dwelling unit density in the neighborhood.

The suggested improvements consist of re-arranging the interior for maximum convenience but with minimal structural changes. Both bathrooms and modern kitchens are installed to eliminate the substandardness. The major community service, however, would be the lowering of the density by converting the top two floors into a duplex. This scheme does not purport to be more than a demonstration of the feasibility of remodeling to a more desirable level. It does, nevertheless, go considerably above the minimum standards required by the municipal codes and would contribute to the soundness of the community and City.

Other internal arrangements are also possible and, under certain circumstances, a remodeling job which would convert a large two-family structure into four or six smaller, self-contained units would be desirable. While this kind of conversion, if widely applied, would raise the residential density of the area, it could materially upgrade its character by changing the generally obsolete and uneconomic large two-family houses into more useful and up-to-date residential structures. Strict density controls must, of course, accompany this kind of rehabilitation.

In both types of rehabilitation programs discussed here, some degree of external modernization would probably be inevitable. Assuming, however, the possibility of even larger-scale non-clearance efforts, a sketch and plan for an entire block is presented. Like the re-design of internal space discussed above, this model is illustrative of rehabilitation possibilities rather than a precise blue print for immediate application. Basing itself on an existing residential block in The Ironbound community, this plan and sketch indicates some of the possibilities of applying external renovations, landscaping, and other structural changes to an older area. While some obsolete industrial structures are demolished and replaced by residences, the basic use and arrangement of buildings remain the same. The plan, however, does make a sharp impact on the block or area and the "before" and "after" illustrations show this quite graphically.

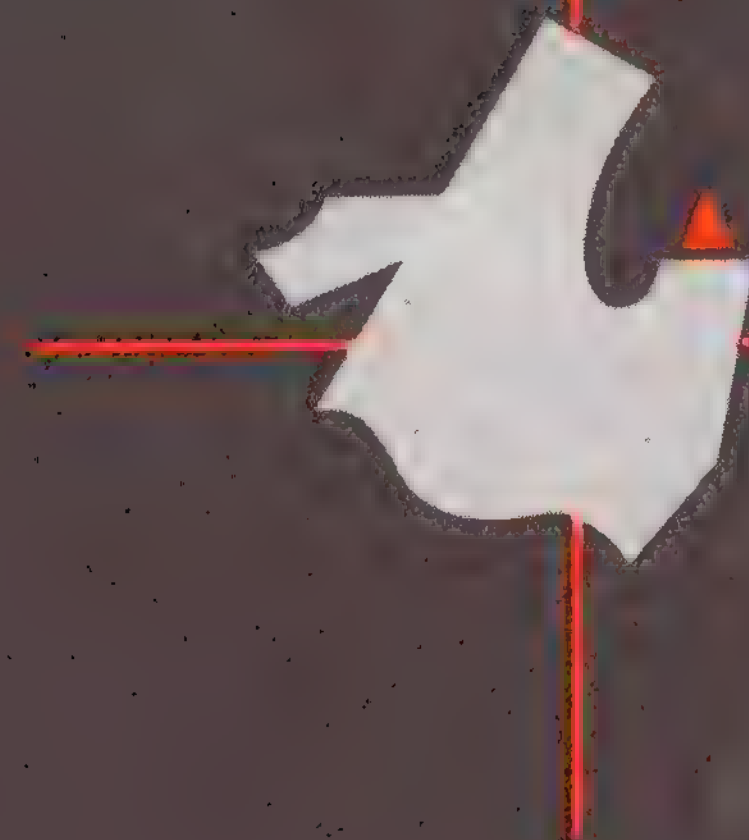
The rehabilitation and conservation of residential areas in the City can proceed at different levels of intensity. The meeting of code standards will generally constitute the important first step in a program which is only now beginning to assume a realistic shape. As a number of such project areas are renewed, it will become easier to develop thoroughgoing programs where standards of rehabilitation will constitute more than meeting the housing and health codes.



third floor

View over Moscow City towards New York City





part II

community elements

of a continuing ten year renewal program

8. upgrading newark's communities . . .

identifying the major renewal possibilities in each neighborhood and proposing tentative solutions

In the discussion which follows, the basic objective is to identify the major renewal elements in each community of Newark and to suggest solutions within the framework of the continuing ten-year program. This phase of the Demonstration Study outlines the way to proper neighborhood analysis and renewal programming as required under the Workable Program.

Many of Newark's communities have similar problems originating from similar patterns of growth, development, and environment. This is particularly true of housing and other residential needs which have been severely affected by physical obsolescence as well as by socio-economic pressures and changes. Some have rather unique problems based on geography, tradition, or even, chance. Obviously, not all problems can be considered here and in no sense should this analysis be construed as being a comprehensive or master plan. However, the neighborhood renewal possibilities discussed in this chapter can be considered as illustrative, i.e., the appropriate solutions recommended for a particular set of circumstances in one community might well serve as the prototype of action to meet a similar situation in another community.

There is indeed a common pattern which may be seen throughout this discussion which will establish quickly that the city-wide or over-all approach is the most feasible renewal premise. For, time and again, the same urban problems confront these communities: aging neighborhoods, the need to preserve and protect good housing and to demolish dilapidated accommodations, non-conforming uses, crippling residential-industrial land mixtures, the need for renewal of industrial and commercial areas, and the impact of traffic.

Here, the attempt is made to examine these problems in their local setting, always bearing in mind that their interaction constitutes a major consideration in a longer range program. Wherever it is possible and appropriate to do so, proposed solutions will be recommended consonant with the basic renewal needs which are defined in the discussion. The solutions can in no sense be considered as final plans but at this juncture only tentative and exploratory. They are intended to point the way, illustrate an approach, or suggest a solution rather than to blueprint a plan for immediate action. The delineation of the renewal project areas, however, is intended as a definitive course of action.

In this Chapter, there is an analysis of each of Newark's 12 communities which were defined in the First and Second Interim Reports of this Demonstration Study. As the Study progressed, these delineations have undergone modification, particularly as it became apparent that major urban changes would affect the boundaries as originally defined. Consequently, the community outlines presented here are the results not only of ethnic, historical, and geographic factors but also of renewal action which may be taken in the near future. For example, the boundaries between Newark Core, and West Market and Belmont have been determined by the fact that the proposed Mid-Town Distributor of the loop system, as well as several current major renewal projects, make such a line natural and inevitable. For the outer communities such as Roseville, Newark North, Weequahic, etc., the more usual factors of background, evolution, and homogeneity still apply.

In order to define the major characteristics and composition of Newark's communities, a considerable amount of pertinent data has been assembled and is presented in tabular form at the beginning of each community discussion. This information is as current as possible, although not all of it reflects 1961 conditions; generally speaking, however, it covers the period from 1957 to date. The special 1960 preliminary census tabulation has been utilized, so that the population counts reflect the current totals. All structural information, however, reflects the conditions and situations as of 1957, whereas other inventory data such as school enrollments, park space, and vacant land are more up to date. The techniques used in the analysis presented for each community should be valuable to other cities seeking better ways to undertake the difficult and critical task of neighborhood analysis and renewal programming as they prepare or continue their Workable Programs.

On a comparative basis, several significant features emerged. For example, net residential densities vary from 76 families per acre within the Newark Core to 26 in Weequahic, indicating not only the extent of residential land utilization but establishing a basis for future densities. In developing a program for middle income housing consistent with the 10-year renewal program, a city-wide standard of 60 families per acre was considered desirable even though a number of communities now have lower densities. Basically, however, the data included for each community presents its character and composition as an aid to analysis, understanding, and planning.

net residential density generalized by block - 1957





newark core

BASIC DATA FOR NEWARK CORE

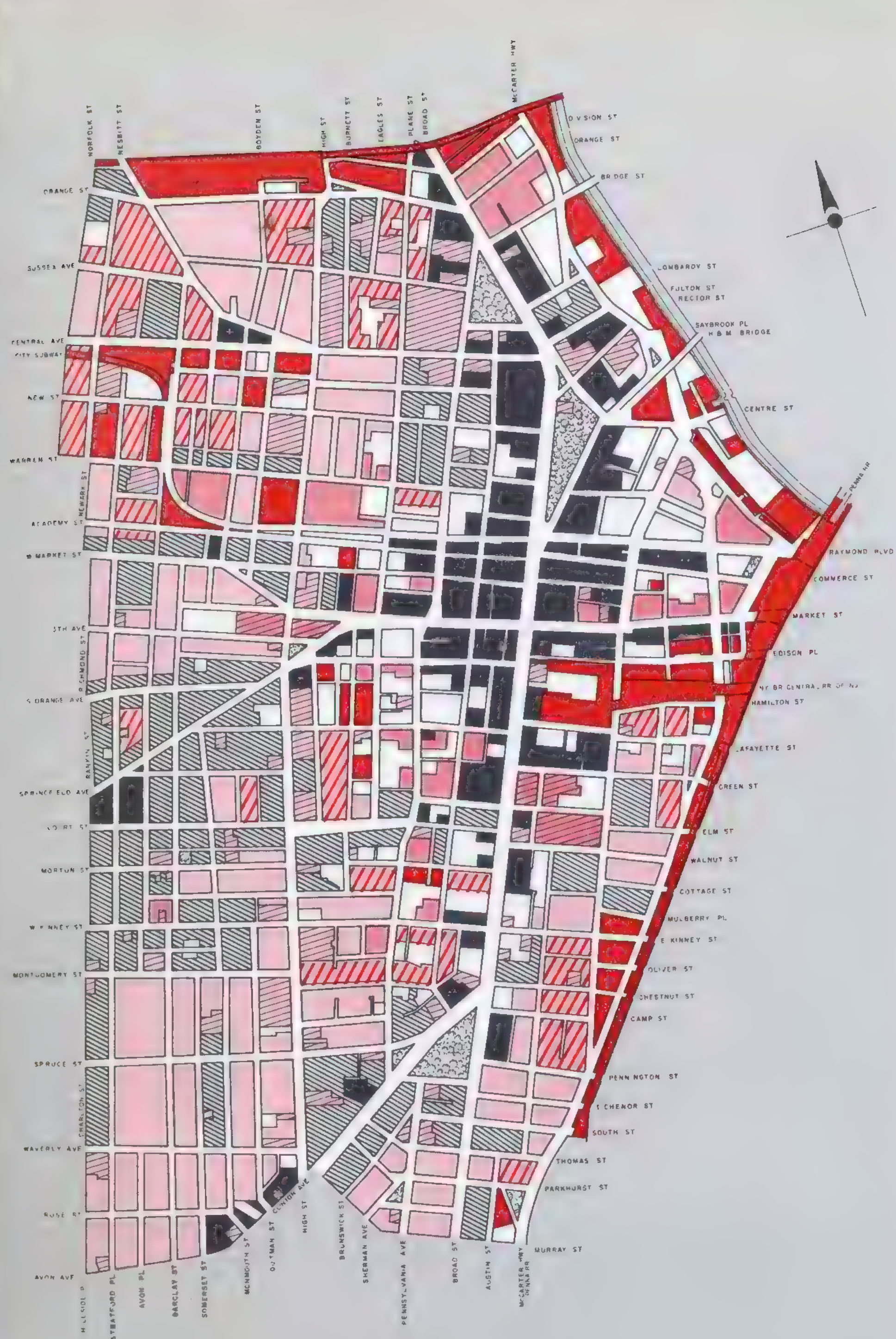
	1950	1960
▶ population	62,900	46,050
white	29,950	14,500
non-white	32,950	31,550
▶ total acres (exc. streets)	663	
residential acres (exc. streets)	251	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	3,105	11,327
rehabilitation blocks	1,017	3,679
conservation (major) blocks	4	604
conservation (minor) blocks	44	80
public housing	29	1,819
▶ persons per acre (res.)	183	
▶ dwelling units per acre (res.)	76	
▶ number of commercial buildings	1,142	
▶ number of industrial buildings	1,156	
▶ schools	number	enrollment 1960
elementary	6	4,696
junior high	none	none
high	2	1,893
other	2	803
▶ acres in parks and playgrounds	40	
▶ acres of vacant land*	102	

*An overwhelming portion of this land is used for parking lots.

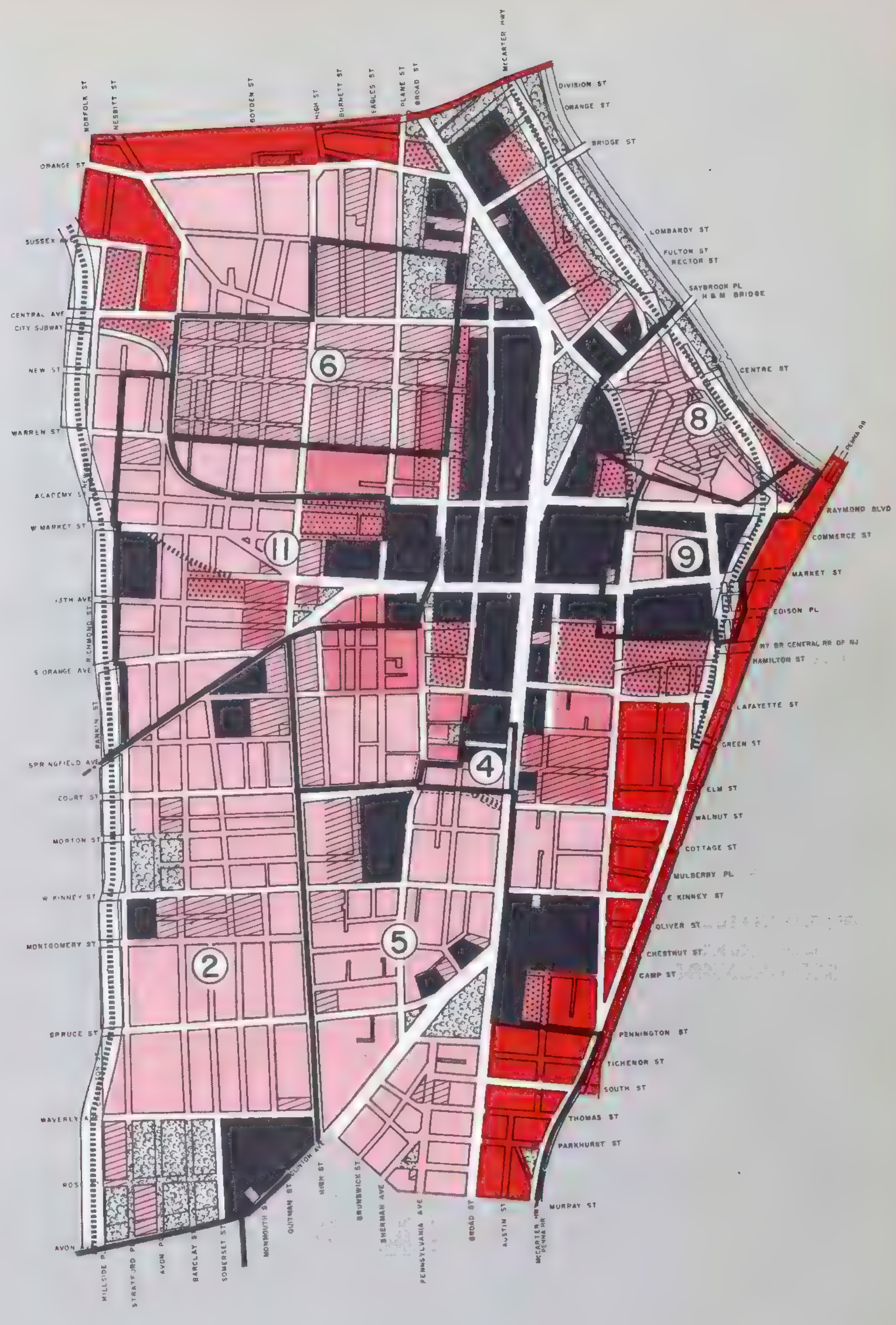
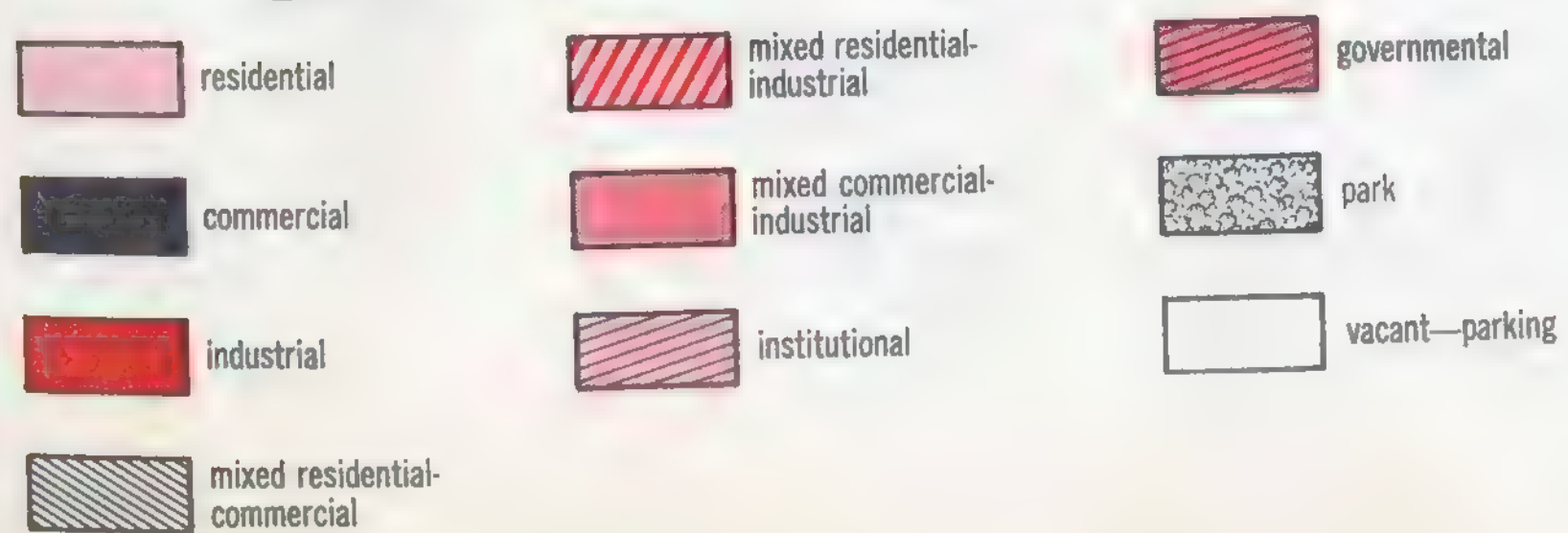
The Newark Core, as defined in this Demonstration Study, is both the city and regional center of one of the significant metropolitan areas of the United States. This central hub covers about 1½ square miles and contains a high concentration of retail and office buildings, hotels, government agencies, universities, industrial structures, and the almost inevitable skid rows and housing slums. Its boundaries are the Pennsylvania Railroad on the east; the Erie-Lackawanna Railroad on the north; Norfolk, Richmond and Charlton Streets on the west; and Avon Avenue and Murray Street on the south. Because the Newark Core acts as a major funnel of vehicular traffic for both sides of the Hudson River, it is ringed on the north and east by railroads and highways. However, State expressway proposals envision a loop system incorporating parts of the East-West Freeway, the Mid-Town Distributor, the Southern Freeway and McCarter Highway. When completed, this loop will offer

New office building construction at the City's core





generalized existing land use



proposed land use





Commercial deterioration threatens the Central area

improved access to, through, and around the Core area. The area's inner central business district will be directly serviced and benefited by this new circumferential highway system.

Traditionally, the City has been a manufacturing center for light industry. Many of these plants are established within the Core area in buildings which range from efficient and modernized structures to obsolete ones. The Core area also contains a complex of insurance activities which ranks among the largest in the country and, despite its proximity to New York City, is the retail hub for the Newark metropolitan area. About one-third of its inner commercial core is in vacant land devoted solely to parking.

Surrounding the central business district but still part of the Newark Core area, is a ring of residential structures containing about 20,000 dwelling units and rooming houses. With the exception of the 1,819 public housing accommodations, about 75 per cent are heavily substandard and in blocks recommended for clearance. It should be noted that preliminary 1960 census data indicate a sharp population decline during the last ten years, i.e., from 62,900 in 1950 to 46,100 in 1960. While residential displacement for a variety of commercial uses was an important factor in this population drop, dwelling unit and other information indicate that the actual decline might be considerably lower than reported by the census.

There are three basic components of the renewal program destined to have great impact on the Newark Core area. The first is the current renewal efforts developing within the context of approved project areas, i.e., the clearance and re-use of slum areas; the second is the proposed replanning for a Halsey Street Mall and a new Civic Center; while the third is the development of a loop arterial system in and near the Core



generalized structural condition



area. These plans and programs are not likely to be completed within the first ten year period, but a major beginning is already underway. There is every likelihood that substantial progress on all three components will be made during the next decade.

the current renewal program in the core

Seven urban renewal project areas for which capital grant reservations have been set aside under Title I of the Housing Act of 1949 are now designated within the Newark Core. All of these are in the latter part of the survey and planning stage, and when completed will result in an almost total transformation of the area surrounding the central business district of the City. As indicated on the map on Page 71, these designated renewal areas cover 57.4 per cent of the Newark Core, actually 381 acres (excluding streets) of a total of 663. In addition to approximately 12,450 dwelling units existing on the combined sites, there are about 660 industrial buildings with slightly over 3.4 million square feet of floor space. The proposed re-uses in these seven areas are varied, ranging from high rise, upper income apartment houses to university expansion programs for each of the major schools in the City; Seton Hall, Rutgers, and the Newark College of Engineering. The combined effect of all seven renewal projects will be to revitalize the inner portion of Newark and to drastically strengthen its regional position as a shopping, cultural and residential focus.

Most advanced in terms of execution, the 116 acre Old Third Ward Urban Renewal Project Area (no. 2, map, page 71) will be redeveloped primarily for low rent relocation housing. One section, the Stella Wright Houses, containing 1,200 low rent dwelling units, is already completed; another area nearby is now under construction. The area around the St. Barnabas Hospital (which is slated to move out of the City) and the hospital site itself will be improved with between 300-400 middle income private or co-operative housing units. Other sections of the renewal project area, particularly its southern portion, will be redeveloped with garden apartments, high rise residential buildings, and auxiliary shopping areas. A new school, additions to two existing ones, a swimming pool, and a park are among the other projected facilities.

The South Broad Street (Parker) Urban Renewal Project Area (no. 5, page 71) occupies 94 acres in the southern portion of the Newark Core beginning at Court Street and stretching to Lincoln Park. Its eastern boundary is Broad Street and its western line runs generally along High Street. Ultimately, this renewal area will be extended below the southern end of Newark Core and will include the northern segment of Hayes Circle South. This entire area has recently been declared blighted. It is expected that a substantial portion will be cleared in a series of stages. It is now predominantly residential in character and will be redeveloped as a city within a city. The Jack Parker organization, a large building and development group, plans to construct approximately 16,000 dwelling accommodations ranging in rentals from \$35 to \$55 per room per month. Substantial portions of this area will be devoted to open landscaped space, play areas, off-street parking, and retail purposes.

The smallest renewal area, the Hill Street (Lehman) Project of 5.2

acres (no. 4, page 71) is immediately north of the South Broad Street proposal and opposite City Hall. The Douglas Hotel and the Fatzler office building, both substantial structures, will remain standing but the rest of the area will be redeveloped with 480 dwelling units, retail stores, and possibly a motel and office building. The site plan for this area will be integrated with plans for the City Hall area and the Halsey Street Mall which are discussed later in this chapter.

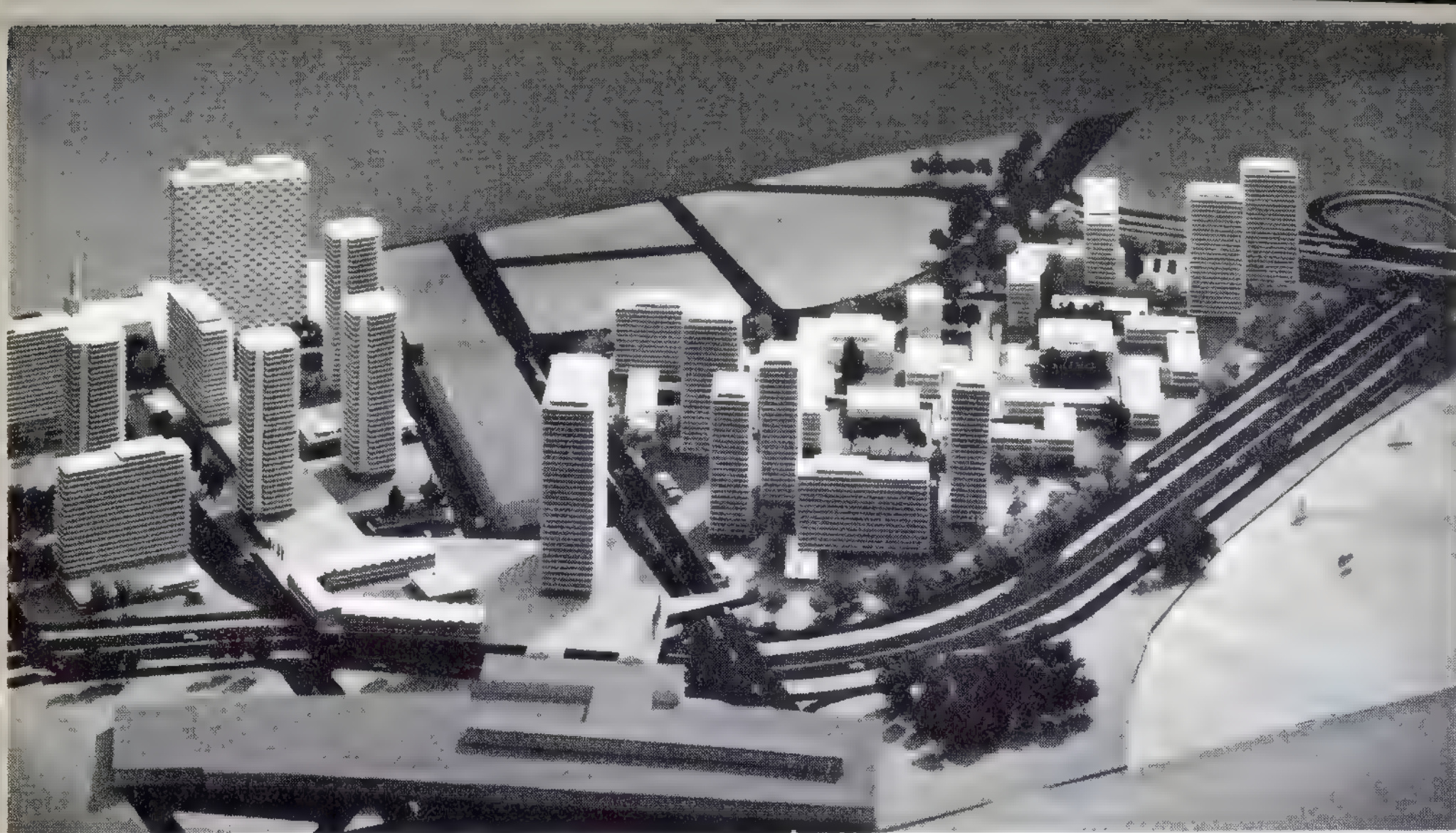
Both Rutgers University and the Newark College of Engineering are acting as redevelopers for a major Colleges Expansion Program (no. 6, page 71) which will completely change the slum character of 58 acres almost directly west of Newark's central business district. Based on estimated future enrollments, both schools plan to construct additional classroom buildings, dormitories, parking areas, and other school plant facilities. In addition, a botanical garden has been proposed which would continue the landscaped treatment into the Rutgers University campus and which also could complement the building expansion plans of the Newark Museum. The College expansion and related programs will provide significant cultural focus for the City of Newark and its metropolitan area.

Directly in front of the Pennsylvania Railroad Station, an area of 28 acres (presently mainly in parking lots) will be acquired for the Newark Plaza Project of high rise apartments, stores, and offices buildings (no. 9, page 71). The 4,000 dwelling units are planned for upper income occupants and will be grouped on a site extending from the station to Mulberry Street. These will have the almost unparalleled advantage of proximity to all bi-State highway and rail lines, the center of Newark and downtown Manhattan. At the western end of the proposed Newark Plaza site, close to the commercial center of Newark, the developers are proposing a new office building. Co-incident with the Newark Plaza development will be the realignment and widening of McCarter Highway, discussed below.

The third major college expansion program, the Educational Center (no. 8, page 71), will take place when Seton Hall University will move from its present site on Clinton Street and constructs a complete campus on 18 acres north of the Newark Plaza development. These two contiguous Title I projects will occupy some of the potentially most valuable land in Newark, land now either vacant (in parking lots) or occupied by marginal industrial structures.

The site for the Essex Heights Project (no. 11, page 71) will be in a triangular wedge with its apex at Washington Street and extending westward generally along Branford Place, Springfield Avenue, and Raymond Boulevard. This redevelopment area will include four new office buildings and a 3,000 car garage between Washington and High Streets in addition to the residential area further west. About 10,000 dwelling units and ample shopping areas, playgrounds, and recreation areas will replace some of the worst slums in Newark.

These seven Title I developments will result in major residential density changes within the Newark Core area. The average number of dwelling units per net residential acre in the Newark Core is now 76. Under present scheduling, the 12,450 dwelling units on the seven sites



How it will look: proposed Newark Plaza-Seton Hall area

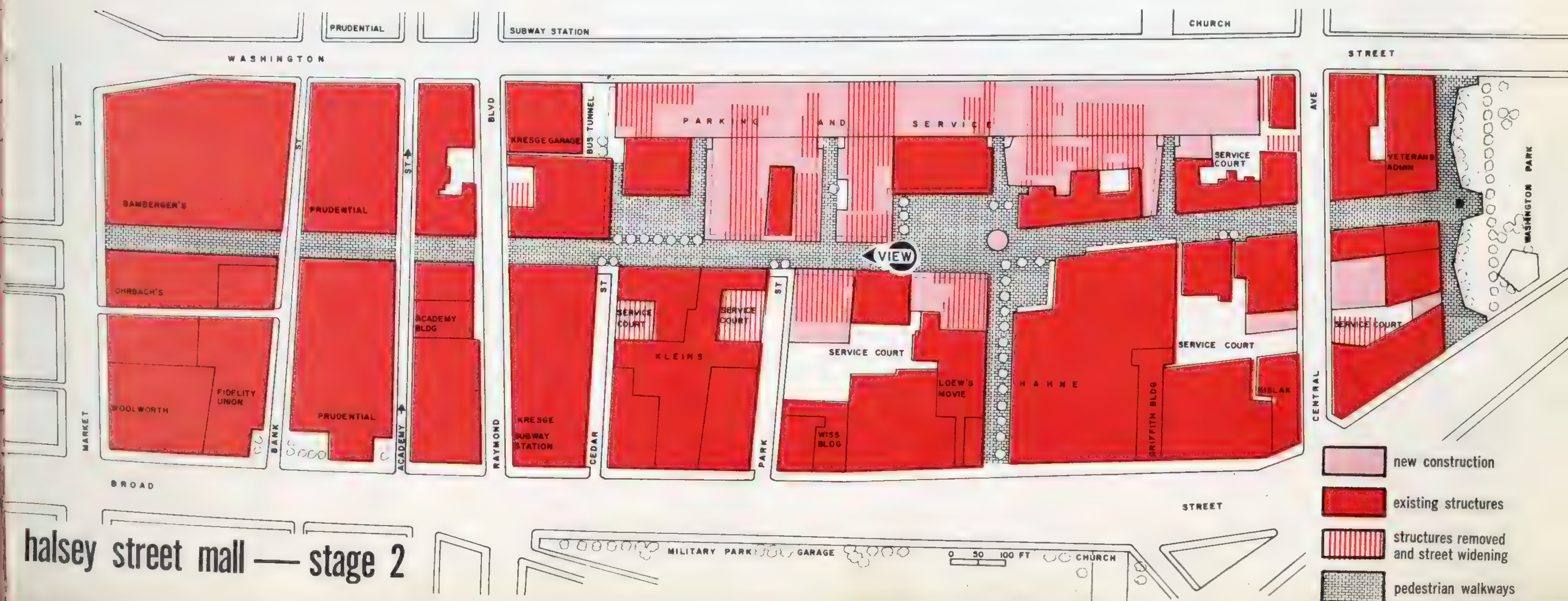
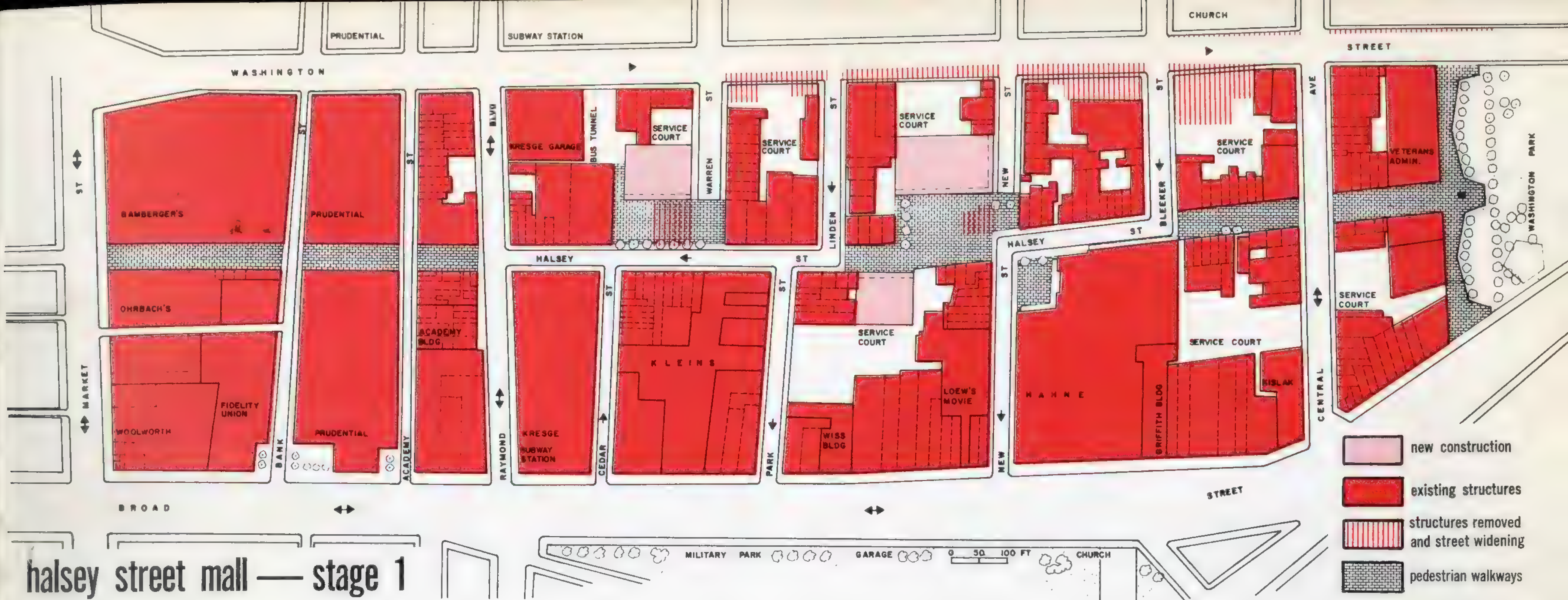
will ultimately be replaced by over 30,000. It is recommended, therefore, that a prime renewal objective in the City's ten-year program is directed towards insuring adequate open space for residential development; desirable population densities and heights of buildings; new retail store space to replace the extensive demolition and the sharp increase in

potential shoppers; and the need for off-street parking to meet these impending changes. Attention should be specifically directed to the Newark Core area since the major renewal emphasis will take place there. Each renewal project should be individually appraised by the City for these physical changes, and for the appropriateness of the suggested land re-use. In addition, the advisability of allowing such a volume of high rent accommodations to be constructed in the Core area should be subject to a comprehensive city-wide and regional housing market analysis, as suggested in Chapter 6 on Annual Review and Updating.

the halsey street mall

A plan to strengthen retail trade activity in Newark's central business district is presented through the Halsey Street Mall. Together with the Military Park underground garage recently completed and the seven Title I projects within the Core, the Mall would encourage an expansion and revival of retail and department store trade in the heart of the City. A recent downtown Newark study pointed to the fact that approximately 4.3 million square feet of retail space is situated in Newark's central business district. Newark possesses an extremely valuable physical and





ing and loading garage. This facility will be used in conjunction with the existing service areas that are located between Halsey and Washington Streets so that easy trucking and passenger car access is available to the major retail establishments adjacent to the proposed Halsey Street Mall.

The second stage of the Mall development will proceed only after the principles, concepts, and innovations of the first stage have been tested. If these are workable, all the remaining sections of Halsey Street will be closed to traffic and no east-west streets will traverse the area between Raymond Boulevard and Central Avenue. The widened Mall at the intersection of Halsey and New Streets will extend to Broad

considerable volume of private construction, commercial modernization, and other improvements in the C.B.D.

newark civic center

No program of renewal in the Newark Core community can be complete without attention to the governmental center of the City. Proposals for this area call for a balance of the old and the new buildings.

The present area of the Civic Center is bounded by Broad Street on the west, Mulberry on the east, Green on the north, and Walnut on the south. Much of this area, now city-owned, is in parking lots. The first stage of the renewal program would clear the garages and over-



Street. During each stage, the most obsolete structures should be demolished for street widenings, service areas, and walkways from parking areas to retail establishments.

This coordinated 10-year program will introduce a significant element of aesthetic harmony into the replanning of the heart of Newark's commercial center and should contribute to its renewal as a stronger focus of City and regional shopping activities. It should stimulate, also, a

aged structures along Mulberry Street to provide space for a new police headquarters. With that structure completed, the inefficient building now used for this purpose will come down.

The proposed Police Headquarters Building will be a structure housing the jail, the traffic and emergency division, the Courts, and the Police Academy. Two levels of basements are proposed to be used to park about 500 cars for employees and visitors. The building might also con-

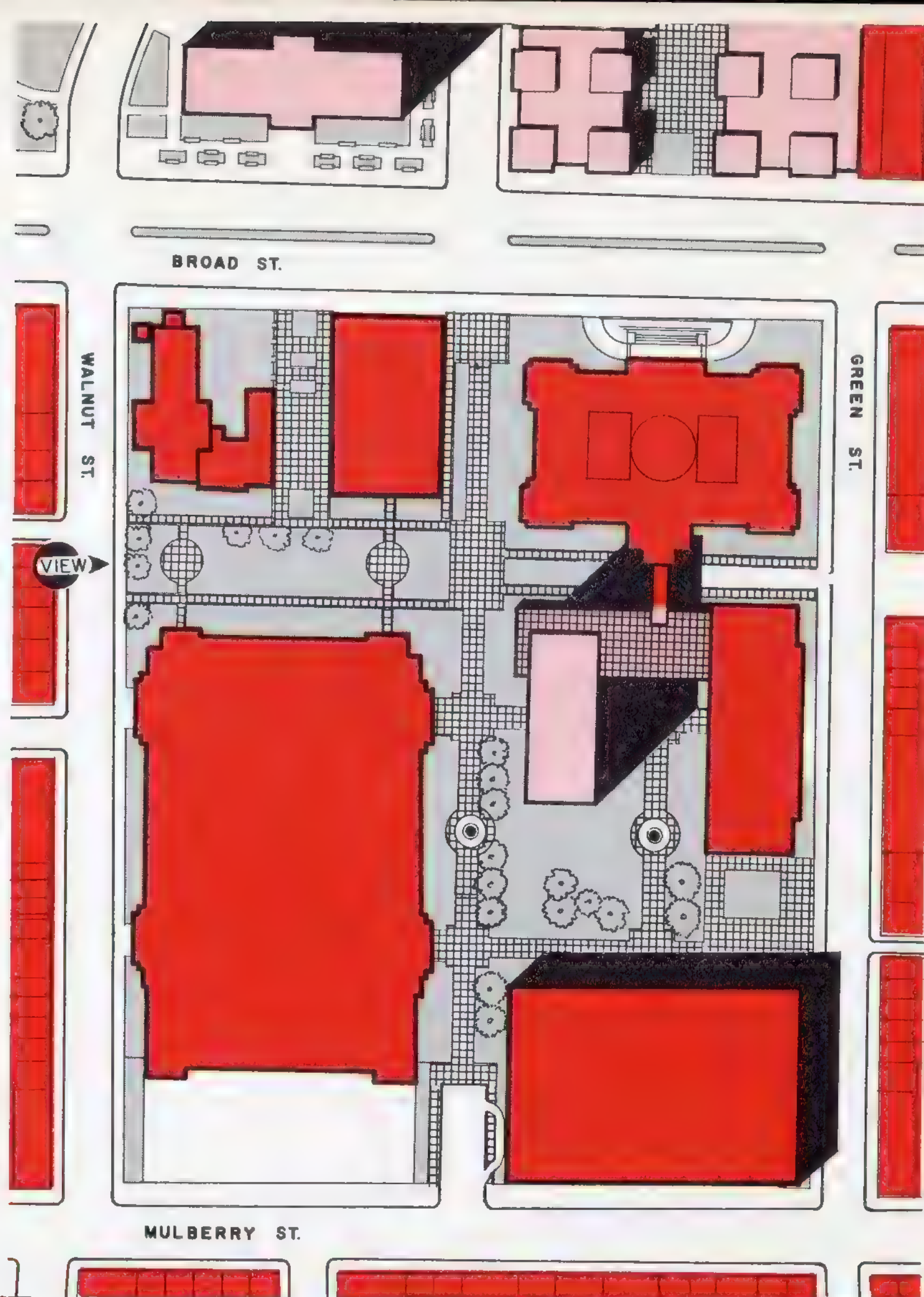
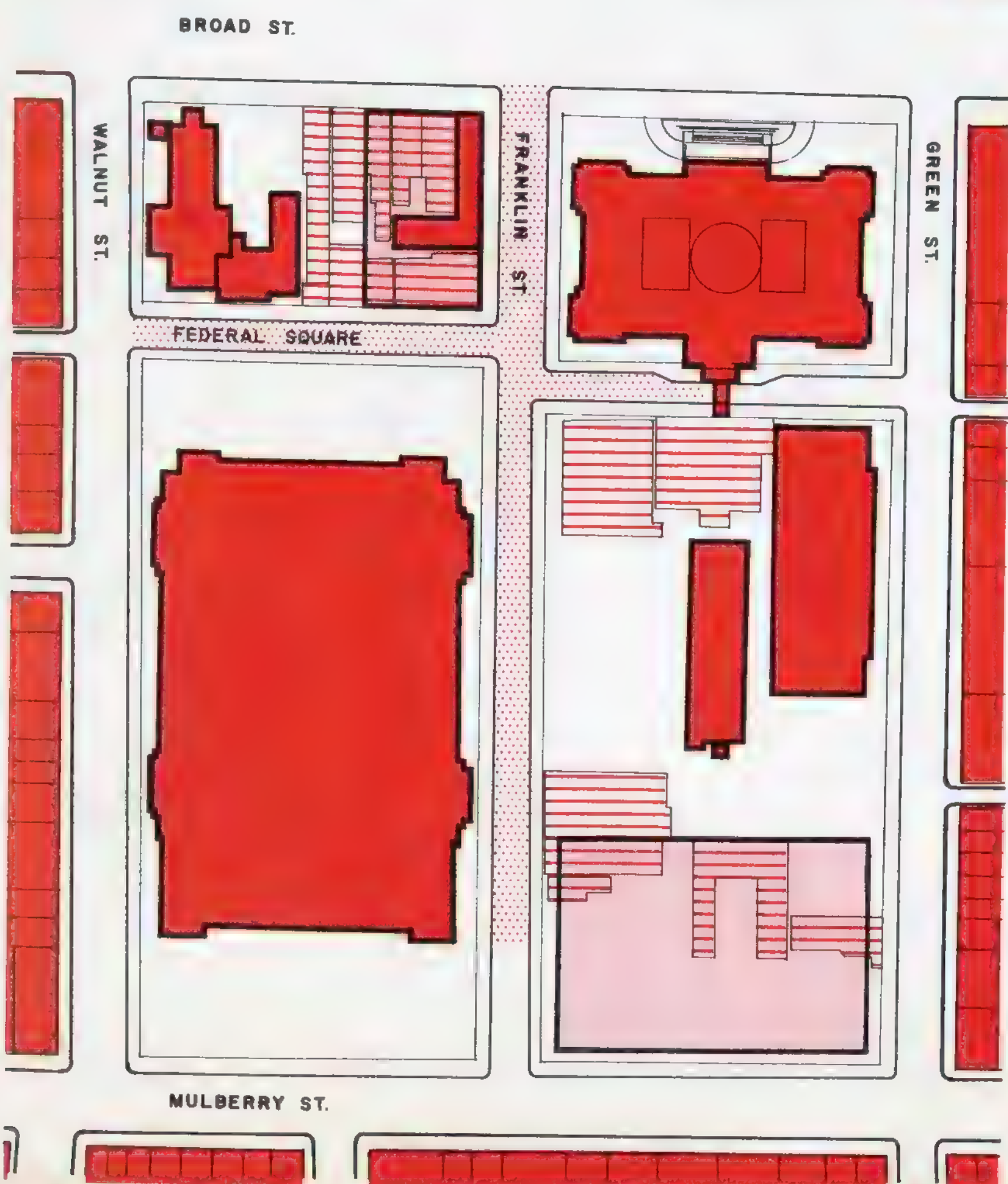
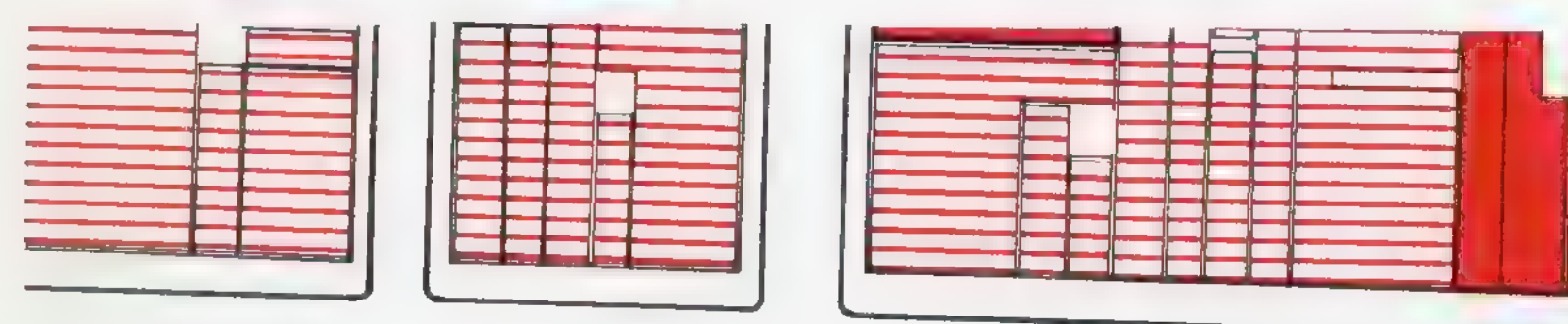
tain a drive-in window for extra convenience in paying traffic fines. Also included in the first stage of the renewal effort in this area would be the clearance of the old structures between Grace Church and the Federal Square office of the National State Bank. A mall 50 feet wide would open the enlarged Federal Square Park to Broad Street. The enlarging of the park will result from the closing of Federal Square Drive which now functions only as a minimal parking street. Without losing the intimate character of the park, the mall will orient the Post Office and Court House to Newark's main axis. This impressive and formal entrance to the Post Office building would emphasize the aesthetic power of the columned facade. A later step in this initial stage would be the closing of Franklin Street from Mulberry to Broad.

The heart of the final stage would be the construction of an annex to City Hall on the site of the razed Police Headquarters. The base for this structure would have parking for official guests, an air raid shelter, and a new power plant for the entire City Hall complex. The ground floor of the office tower would be open save for the elevator stacks.

With the removal of the existing power house, the form of the new

civic center stage 1

new buildings
existing buildings
structures removed
pedestrian walkway



civic center stage 2

existing buildings
new buildings
green areas
pedestrian walkway

civic park would be clearly defined. Opening onto this park would be the Court House, the Post Office, Police Headquarters, the Board of Education Building, City Hall, and The New City Hall Annex. The area would be served by bus stops on Green Street and the garage below Police Headquarters. Clearly the center of municipal government, it is readily accessible by bus, car, and foot. The park might have monuments, a reviewing stand for parades and a space for public rallies, and could hold several thousand people.

Developments on the west side of Broad Street will parallel the renewal of the civic heart of Newark. The Hill Street and Parker developments will contain apartment buildings in landscaped settings to the north and south of a widened and re-aligned Court Street. The renewal developments on both sides of Broad Street will open a fine new municipal vista to replace crowded and ill-assorted buildings that now add to the blight and obsolescence of the area. Both renewal develop-

ments will stimulate private construction and improvements in adjacent areas.

the core and its circulation system

The movement of vehicles within a rational transportation framework cannot be ignored when planning for the renewal of the Newark Core area. But it is equally obvious that planning for transportation will have to be done on a regional basis. To relate the Newark Core and its central business district to its hinterland and to the prospective residential renewal developments in and around it, a regional transportation system of the future must be planned. Such plans for the entire North Jersey area are already underway, jointly sponsored by the U. S. Bureau of Public Roads and the State Highway Department. These would logically relate the Newark Core and its C.B.D. to its entire supporting area as well as to the remainder of the New York-Northeastern New Jersey metropolitan area.

Meanwhile, it is desirable to clarify the objectives and broader transportation needs of the City even prior to the conclusion of a regional study. Apparent for some time, these were examined in preliminary means by consultants to the City of Newark for a study of the downtown area. In their 1959 report, they suggested the following transportation goals:

1. Provide access to and beyond the C.B.D. for passenger cars, trucks and buses via a new loop system of expressways.
2. Improve arterial street access for areas closer to the C.B.D.
3. Improve and assure continuance of rapid transit and suburban rail service.
4. Separate automobile, truck transit, and pedestrian circulation within the C.B.D.
5. Provide adequate parking easily accessible to vehicles from expressways and to destination areas of pedestrians.

The basic changes in Newark's arterial system revolve around the creation of a loop network of expressways which will encircle the Core area. This loop will be formed on the north by a section of the East-West Freeway, on the east by the improved McCarter Highway, on the south by the Southern Freeway and on the west by the Mid-Town Distributor. The need for these highway improvements is apparent without an elaborate highway study and, barring a major metropolitan re-alignment of vehicular traffic away from the trans-Hudson crossings, such a circumferential system centering on Newark's C.B.D. is a necessity.

Approximately 201,000 persons pass through the Newark Core area via private and public modes of transportation on an average weekday and another 283,000 have destinations within the Core area. There is every likelihood that both components will continue to rise. The proposed loop system is designed to provide direct highway access to

Newark's C.B.D. from all major urbanized areas of northern New Jersey and to facilitate greatly the movement of through traffic, i.e., those with destinations outside the C.B.D. One of the most significant results of the loop system will be a freeing of major streets from excessive traffic volumes. Those arteries which will benefit include High and Orange Streets, Bloomfield, Central, South Orange, Springfield, Avon, Clinton, and Hawthorne Avenues.

During the next decade, an important aspect of the renewal of the Newark Core area will center around the planning of facilities directly related to the proposed loop system. It should be fairly obvious that a network of such dimensions will require major traffic and land use accommodations both within and outside the Core area. These include:

1. The widening and realignment of McCarter Highway in front of Newark Plaza to accommodate increased north-south loop traffic; the widening of Raymond Boulevard and South Street in The Ironbound to handle adequately the already heavily congested movement to the New Jersey Turnpike and the Pulaski Skyway.
2. The realignment of Bloomfield Avenue at its southern terminus so that it will connect directly with Broad Street; and the development of a permanent traffic solution to the Clinton Avenue-Broad Street interchange to provide freer vehicular access at the northern and southern approaches to the loop system.
3. Washington Street which is now a major one-way artery through the C.B.D. should be widened for most of its length and Plane Street made its directional complement.
4. It will be necessary to re-evaluate the pattern of traffic flow on most of the major and collector streets within the Core area and consider changes in re-routing and direction of traffic. This should be tied in with the points of ingress and egress from the loop system, particularly the Mid-Town Distributor.
5. Off-street parking facilities are now and will continue to be a major traffic consideration in the Core area. This is particularly so in view of the fact that while the loop system will make access to the Core and its C.B.D. easier, current renewal projects will eliminate a considerable amount of existing off-street parking space.
6. Finally, since the Mid-Town Distributor will form the western boundary of several renewal projects in the Core area, i.e., Newark College of Engineering, Essex Heights, and the Old Third Ward, the relationship between these areas and the Distributor should be carefully considered. The physical spacing of exits and entrances to the Distributor as well as the site arrangements of buildings in these renewal areas should receive special attention.

The prospects for the Newark Core community are ambitious and inspiring. During the next decade, this central portion of the City will continue to reflect growth and change but, more than ever, will be subject to conscious renewal treatment in keeping with its key city and regional role.



belmont

BASIC DATA FOR BELMONT

	1950	1960
▶ population	14,900	17,350
white	6,500	3,000
non-white	8,400	14,350
▶ total acres (exec. streets)	109	
residential acres (exec. streets)	69	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	963	2,401
rehabilitation blocks	147	643
conservation (major) blocks	0	—
conservation (minor) blocks	0	—
public housing units	19	1,758
▶ persons per acre (res.)	251	
▶ dwelling units per acre (res.)	70	
▶ number of commercial buildings	62	
▶ number of industrial buildings	197	
▶ schools	number	enrollment 1960
elementary	2	2,576
junior high	1	1,631
high	0	—
other public	0	—
▶ acres in parks and playgrounds	12	
▶ acres of vacant land	5	

This central community of Newark derives its principal characteristic from three factors:

1. A high percentage of sub-standard, closely spaced residential structures.
2. The existence of a freight spur of the Pennsylvania Railroad through the heart of the area.
3. An almost entirely non-white population.

By all physical standards, this 40-block area is a central slum, relieved principally by the two low rent public housing projects, Felix Fuld Court, constructed in 1942 and the Reverend Hayes Homes, built in 1953. More than ten years ago the Master Plan of 1947 designated this entire area, with the exception of Felix Fuld Court, as sub-standard, requiring clearance. There can be little doubt that it has declined even further since the publication of that Plan.

The northern boundary of this community is Springfield Avenue, the southern, Avon Avenue; the eastern, Charleton Street; the western, Bergen Street. About 17,400 persons live within the community. While an average of 250 persons occupy an acre of residential land, this is not the entire measure of its high density. Even though there are 12 acres of "open space" in Belmont, much of it is in school and Housing Authority playgrounds, and a sense of openness and space, therefore, is utterly lacking. Only a few housing accommodations of standard quality exist in this area. About 2,400 of its 3,044 private dwelling units are located in predominately clearance blocks, while the remainder is of rehabilitation quality. The low rent public housing project, Felix Fuld Court, contains 300 dwelling units in eight 3-story walkup buildings; the other housing project, Reverend Hayes Homes, has 1,458 units in ten 12-story elevator buildings.

The map of Belmont's land uses (page 80) shows substantial residential-industrial mixture, a fact that almost inevitably hastens physical decline and makes improvement exceedingly difficult. As mentioned earlier, the railroad spur running north-south between Badger, Jelliff, and Peshine Avenues plays a significant role in attracting industry and keeping it within the area. Currently, about 200 large and small industrial establishments are located in Belmont, occupying approximately 30 per cent of the land area. They include some major organizations, such as General Electric and Fisher Baking Co., as well as a variety of smaller factories manufacturing foam rubber products, wool bedding, felt novelties, and leather goods.

Because of the intense mixture of land uses in Belmont, a basic decision had to be made—whether to encourage the residential use by redevelopment or to direct its growth into an industrial pattern. A number of factors have tended to favor the industrial redevelopment of this area, even though some important problems relating to compatibility of uses will remain. Some of the factors favoring industrial redevelopment can be stated as follows:

a. This area has “traditionally” been the location of many manufacturing and industrial companies. Some of the residential blocks were built around existing industrial structures.

b. The Pennsylvania Railroad spur acts as a focus, concentrating industry in Belmont. Its elimination now would be difficult.

c. The proposed Mid-Town Distributor will form the eastern boundary of Belmont. This highway will make it exceedingly advantageous to ship goods by truck in and out of the community without disrupting the residential portions of adjacent communities.

d. Unless a residential redevelopment program in Belmont is accompanied by the availability of large industrial tracts of land elsewhere in Newark, the City might lose a number of important industrial firms now located in the area.

current industrial renewal plans

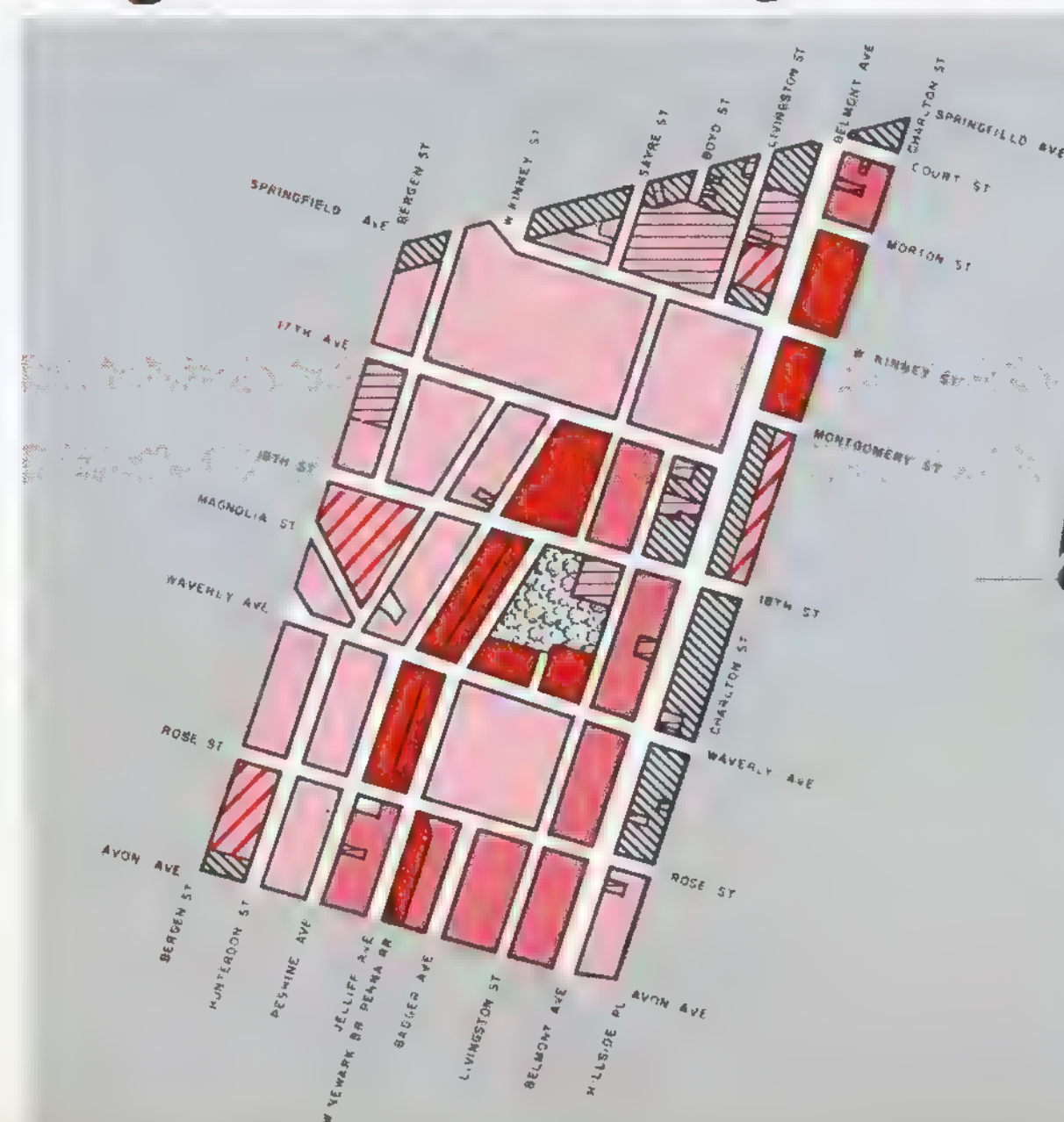
The major decision to begin re-planning the Belmont community along industrial rather than residential lines was made several years ago when the Newark Housing Authority and Redevelopment Agency proposed 24 blocks in Belmont as an urban renewal project area, known generally as the Central Ward Light Industrial Area (N.J. R-32). In this project area, approximately 18 sub-standard blocks containing residential and industrial structures are to be acquired, cleared, and sold for private industrial redevelopment. It is estimated that about 1,200 families will need to be relocated. Relocation due to highway construction and from the pre-clearance blocks eventually may bring the total to more than 2,000 families. The dilapidated industrial structures slated for clearance include junk yards and other marginal uses, so that it is quite evident that a major re-planning and rebuilding effort will take

place in Belmont during the next decade. Recently the Newark Housing Authority and Redevelopment Agency proposed the extension of the southern boundary of the Light Industrial Project from Avon Avenue to the proposed Southern Freeway (F.A.I. Route 78). This more than doubles the size of the project area. Most of the addition falls into the Hayes Circle South community, directly south of Belmont.

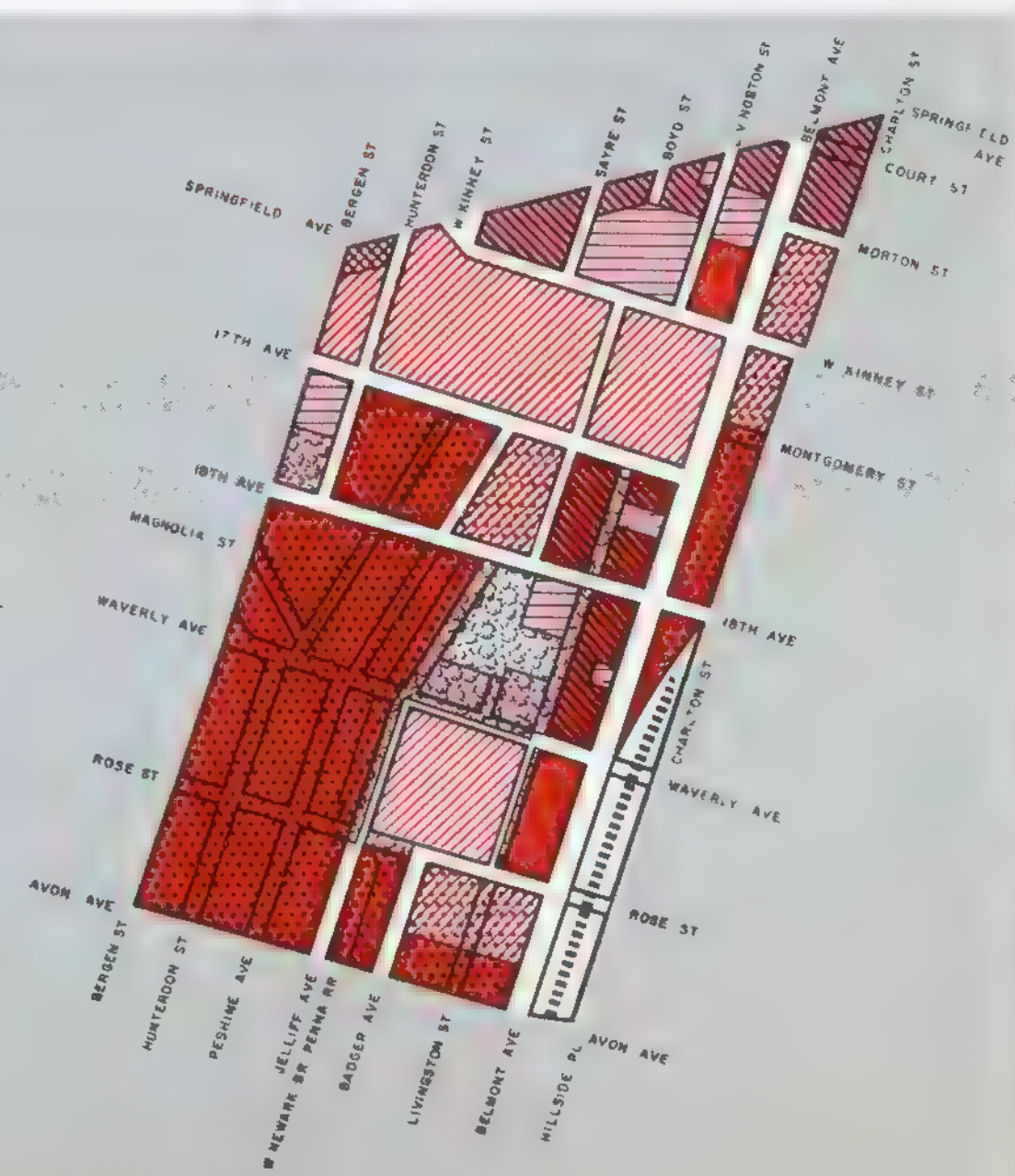
In light of these needs and developmental possibilities, it will be necessary to examine the nature and planning opportunities of the new or emerging Belmont community. Two overriding facts should be clearly established; the first is that the industrial renewal program and expressway construction will necessitate an estimated demolition of over 2,000 sub-standard dwelling units in a community that now has only a little over 3,000 private dwelling accommodations. This attrition of the current private housing stock in this area will leave the Felix Fuld Court and the Reverend Hayes Homes, with a total of 1,758 public housing apartments, as the major residential focus in the neighborhood. The second stems directly from the fact that these structurally sound residential buildings with low coverage will be adjacent to and surrounded by complexes of relatively high industrial activity. The same land use situation will hold for the 18th Avenue School and the nearby outdoor swimming pool.

These facts present a challenge to the effective re-planning of a community where normally incompatible land uses (residential and industrial) will have to live side by side for the near and intermediate future. Consequently, unless the new industrial district in Belmont is designed with utmost care and sensitivity, industry would continue to have a blighting influence on the remaining residential community. Restrictions will have to be placed on use, bulk, daylight control, and land coverage of the new industrial buildings with special reference to their proximity to both housing projects, schools, and other community facilities. More than this, it will be necessary to design a street pattern which will allow for truck access and for off-street parking, and loading, but at the same time minimize truck and trailer impact on Felix Fuld Court and Hayes Homes. These considerations should be carefully weighed and applied by the City when specific site proposals are made.

generalized existing land use



proposed land use





The railroad spur in the heart of Belmont

Such regulations might be attained more easily if a single industrial redeveloper were to build and rent the new industrial space.

Applying these important factors in the development of the Belmont area, this Demonstration Study recommends a general plan that works "outward" from the residential islands of the community. The proposed land re-uses (generalized by block) are shown in the map on page 80 and emphasize the following:

1. Both housing projects with a total of 1,758 families plus the 18th Avenue School and the swimming pool should become more than ever the central residential focus for the area. In view of the proposed, adjacent large scale industrial redevelopment, these facilities need to be brought together into a functional unit so that they can maintain and strengthen their residential identity.

2. Current scattered retail shopping, mainly marginal, should be replaced by a central shopping unit which would serve both the private and public housing areas. Such a center catering to local shopping needs (such as a supermarket, dry cleaner, barber shop, drug store, and bakery) is proposed for sections of the two blocks bounded by Spruce, Boyd, 17th, and Belmont Avenues. Situated directly between

both housing projects, this shopping area would serve a minimum of 6,000 persons and would require approximately 135,500 sq.ft. or 3.1 acres, including ample provision for off-street parking.

3. The unquestioned need for more open space in this area must be recognized; this can be provided for in the proposed park directly north of Felix Fuld Court and by the walkways connecting that area with the proposed shopping center a block further north. These open areas will contain approximately 96,000 sq.ft. of land now covered by sub-standard residential and industrial structures in addition to 166,400 sq.ft. of land presently being used as street rights-of-way. This will yield a total of 213,400 sq.ft. or 4.9 acres of new open space.

Ultimately (perhaps in 25 years) the Belmont community may become entirely industrial in character. For the near future, however, its residential features should be strengthened along the lines suggested above, so that the worst excess of a crowded, heavily mixed residential-industrial neighborhood can be mitigated.

If the City were to acquire those portions of blocks adjacent to Felix Fuld Court and Reverend Hayes Homes for proposed parks, walkways, and a shopping center, it would involve about \$400,000 in addition to what is already scheduled for acquisition in these blocks as part of the Central Ward Light Industrial program. This additional cost would, in turn, greatly strengthen the residential character of the neighborhood into which a considerable capital outlay in the form of public housing has already been invested. Such improvements will provide an enhanced environment, in keeping with the limited re-planning possibilities that are involved presently in this area.

It will be necessary to examine the schools of the Belmont area in the light of expected population decline due to extensive demolition of sub-standard housing. The relocation of approximately 2,000 families will undoubtedly affect enrollments in the 18th Avenue and Cleveland Elementary Schools, especially in view of the fact that these declines are not likely to be offset by new residential construction in the Belmont area. If these expected enrollment losses take place it might be possible to consider closing one of the neighborhood schools, but only after an evaluation by the Board of Education of such factors as the extent to which each school serves pupils living outside Belmont, the school-residence pattern of pupils living in Belmont, the possibility of future population immigration into existing housing, and similar considerations.

summary

The utilization of anchor features, such as proposed here, will have a significant bearing on the stability of the remaining residential sections. The proper utilization will demonstrate effective design techniques in buffering industry from residences, and vice versa.



west market

BASIC DATA FOR WEST MARKET

	1950	1960
▶ population	32,700	29,050
white	20,200	10,200
non-white	12,500	18,850
▶ total acres (exec. streets)	246	
residential acres (exec. streets)	160	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	1,161	5,822
rehabilitation blocks	972	2,746
conservation (major) blocks	296	909
conservation (minor) blocks	0	—
public housing units	0	—
▶ persons per acre (res.)	181	
▶ dwelling units per acre (res.)	59	
▶ number of commercial buildings	179	
▶ number of industrial buildings	339	
▶ schools	number	enrollment 1960
elementary	3	3,044
junior high	0	—
high	0	—
other public	5	n.a.
▶ acres in parks and playgrounds	5	
▶ acres of vacant land	18	

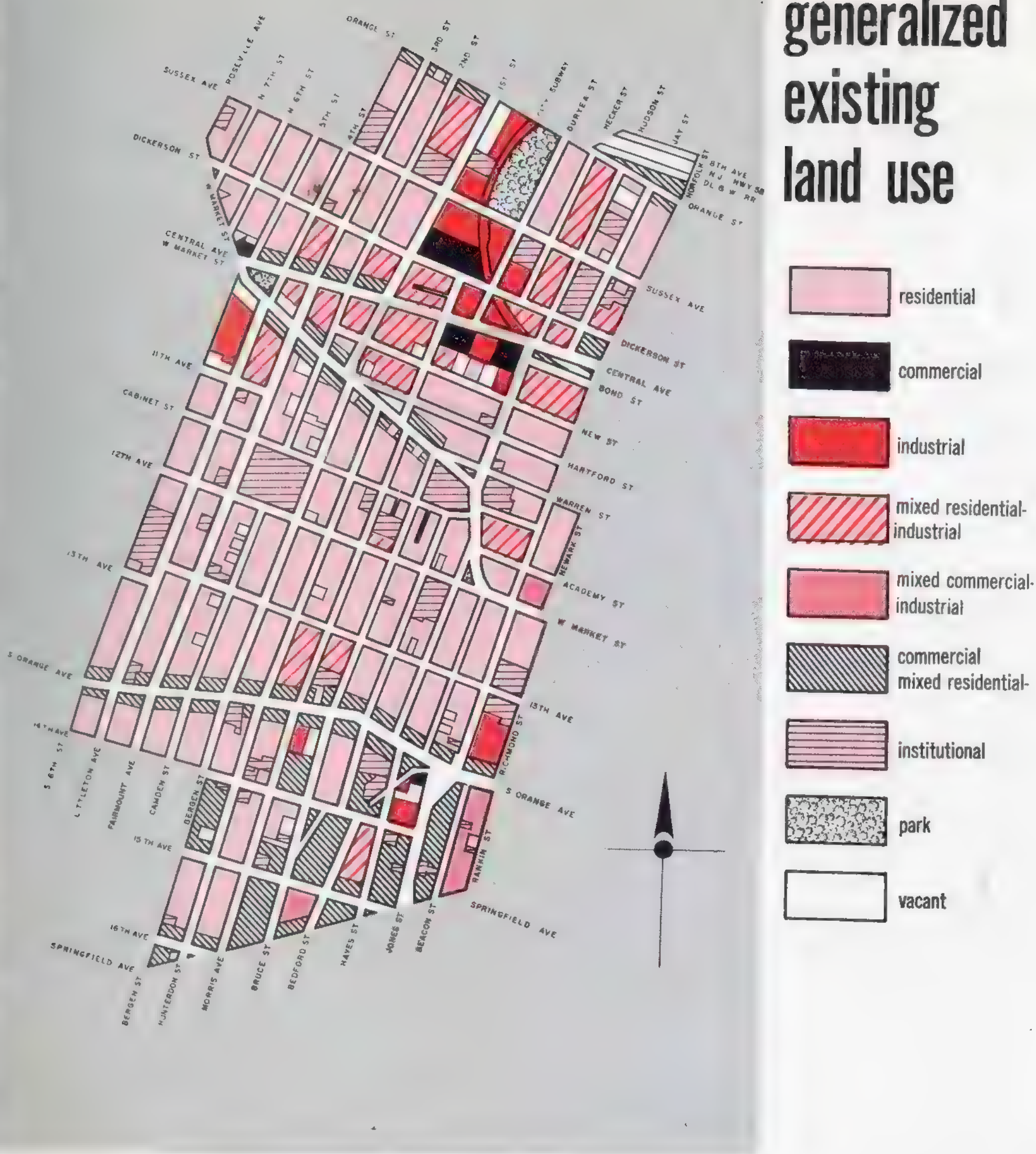
West Market is one of the older sections of the City, for the majority of the structures are over sixty years. The area is adjacent to Newark Core and will be separated from it in the future by the proposed Midtown Distributor. Its boundaries are the proposed highway, Springfield Avenue, Bergen Street, 14th Avenue, South 6th Street, West Market Street, Roseville Avenue, Sussex Avenue, Fourth Street, and Orange Street. The population in West Market is presently 29,050, a moderate decline from the 1950 count of 32,692.

West Market is predominantly residential in character. Industrial structures are scattered throughout the community, but no concentrations, other than a clustering along the City subway line north of Central Avenue, exist in this area. Strip commercial development along Orange Street, West Market Street, and South Orange Avenue is primarily of

A clearance area close to downtown



generalized existing land use



a retail nature serving the residential portions of the community. The commercial development along Central Avenue and Springfield Avenue contains wholesale and distributive activities, as well as local retail facilities.

renewal proposals

That portion of West Market north of Central Avenue is included in the proposed Roseville (Freeway) project area and a fuller discussion of the renewal proposals for this project is to be found in the Roseville community analysis. The remainder of West Market falls into three treatment areas as follows:

Central-West Market Area, bounded by Central Avenue, West Market Street, and the proposed Mid-town Distributor, is proposed for eventual clearance and redevelopment, but because of other priorities, such action is not recommended during the next decade. The condition of

residential structures in this area is generally poor, but since some are small and sound, they could be instrumental in supplying relocation housing on an owner occupancy basis during the next 10 years. There is a possibility that this area, with private rehabilitation and strict code enforcement, may be able to improve itself. Because of the mixed land-use pattern, however, the revitalization of this area to a long-term residential usefulness by means short of total clearance needs detailed study and may be questionable. Eventual re-use should provide predominant residential development of medium density (75 to 100 dwelling units per net residential acre) with intensive commercial uses along a portion of Central Avenue. Because of the serious shortage of recreation space, provisions for play facilities should be made immediately but in conformity with the eventual renewal proposals.

other treatment areas

The area bounded by the proposed Mid-town Distributor, Springfield Avenue, Bergen Street, 14th Avenue, South Sixth Street and South Orange Avenue contains a large concentration of sub-standard housing. This area may not be cleared within the next 10 years, but should eventually be demolished and replaced with high-density residential apartments, approximately 100 to 125 dwelling units per net residential acre. The industrial structures, scattered throughout the area, are of poor quality. There is little in the character of this area that makes it suitable for industrial improvement or development and such uses should be prevented in the future. Commercial facilities presently extending the length of Springfield Avenue through the West Market community should be consolidated into a shopping center between Rankin and Bedford Streets. Another concentration for commercial development is proposed at the northeast corner of the intersection of Bergen Street and South Orange Avenue to replace some of the commercial strip development along the latter thoroughfare.

The area north of South Orange Avenue, bounded by Bergen Street, West Market Street, the proposed Mid-Town Distributor, and South Orange Avenue, is also heavily sub-standard. There are, however, a number of blocks in which rehabilitation treatment would be effective in this area. Recently, several private hospitals, organized into a United Hospitals Organization, have indicated interest in locating their major facilities in this area. Such an undertaking would bring a number of their member hospitals under a single roof, with greatly enlarged facilities and modern equipment, and would serve a fairly large portion of the entire City. The tentative site of the United Hospitals is bounded by 12th Avenue, Bergen, and West Market Streets, all within several blocks of the existing City Martland Medical Center. Since the latter is scheduled for extensive structural improvements and modernization in the next six years, both institutions will have an important impact on the entire area, and future planning action should pay close attention to this developing institutional feature.



newark north

BASIC DATA FOR NEWARK NORTH

	1950	1960
▶ population	57,850	56,050
white	52,350	48,750
non-white	5,500	7,300
▶ total acres (exec. streets)	912*	
residential acres (exec. streets)	522	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	514	1,697
rehabilitation blocks	1,984	5,586
conservation (major) blocks	3,741	6,797
conservation (minor) blocks	867	3,278
public housing units	22	2,186
▶ persons per acre (res.)	107	
▶ dwelling units per acre (res.)	37	
▶ number of commercial buildings	274	
▶ number of industrial buildings	569	
▶ schools		
	number	enrollment 1960
elementary	6	4,872
junior high	2	1,765
high	1	1,281
other public	2	200
▶ acres in parks and playgrounds*	14	
▶ acres of vacant land	140	

*Excludes Branch Brook Park.

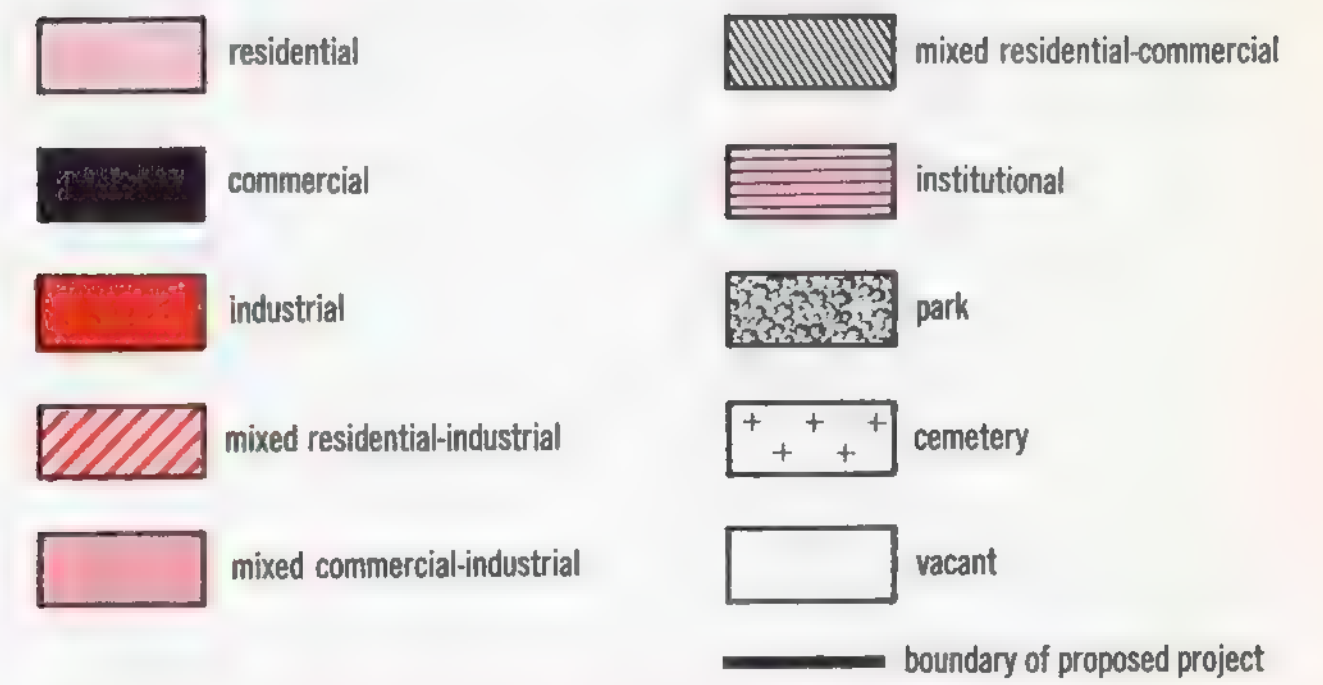
Newark North is a major community composed of a number of contiguous neighborhoods in the northeastern part of the City. An almost unbroken strip of industry bounds its northern and eastern borders. With the exception of this thin strip, it is almost completely residential in character. A commanding high ridge running north-south provides a fine view of the adjacent Passaic River and eastward. The Erie-Lackawanna Railroad edges both the southern and northern boundaries of this community. Both rights-of-way pose important planning and renewal problems.

Paradoxically, Newark North is at the same time both an old and new community. Its southern section contains a large concentration of sub-standard residential structures. This portion of the community, directly north of the central core of the City, has been the scene of slum clearance and urban renewal activity for the past several years. Some of the finest one-family homes in Newark, however, can be found in the Forest Hill neighborhood, a section of the community further north and adjacent to Branch Brook Park. It is here that a moderate number of one-family homes were erected during the past decade. Most dwelling accommodations in Newark North fall between the extremes cited above, as shown in the table of basic data.

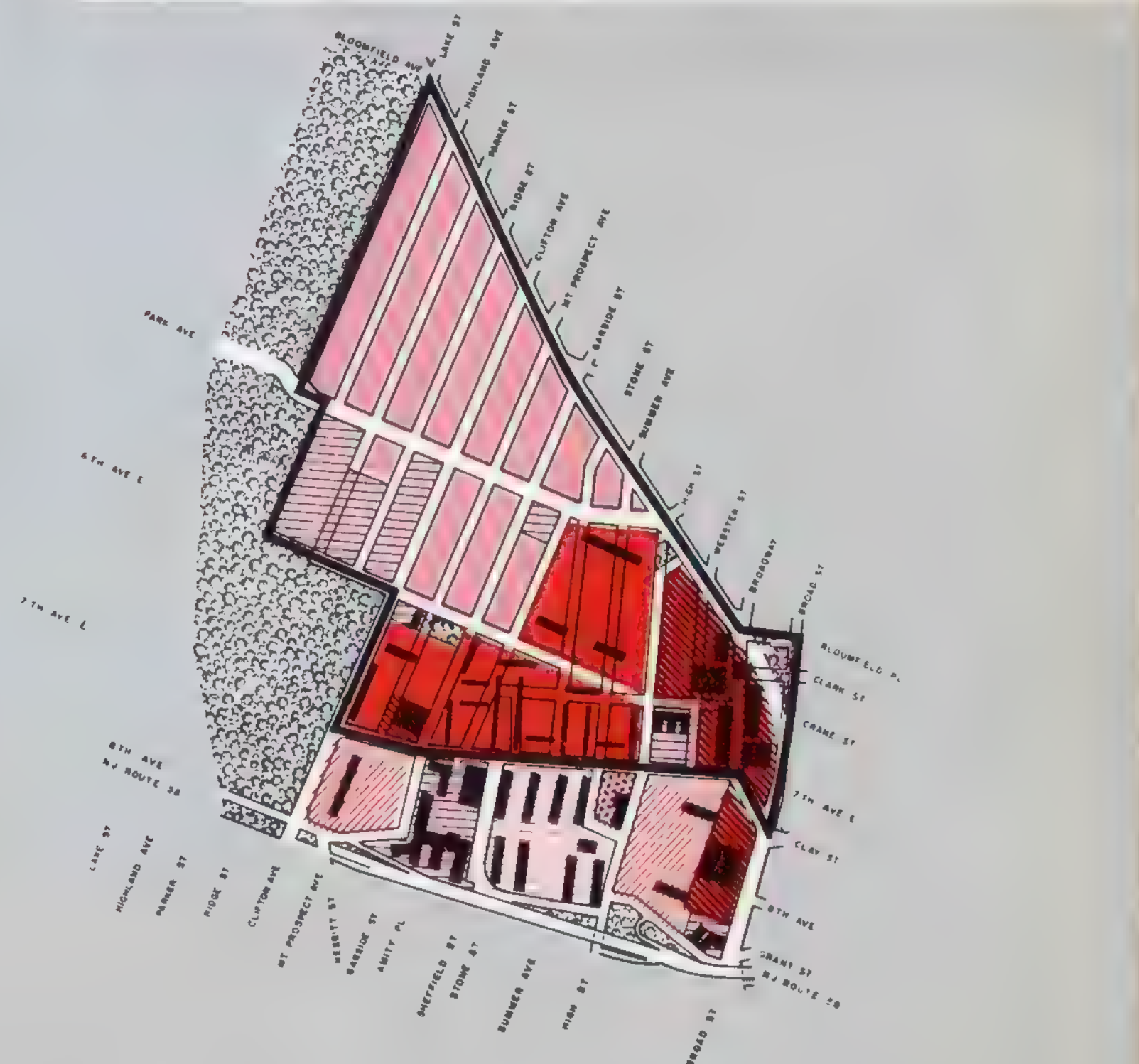
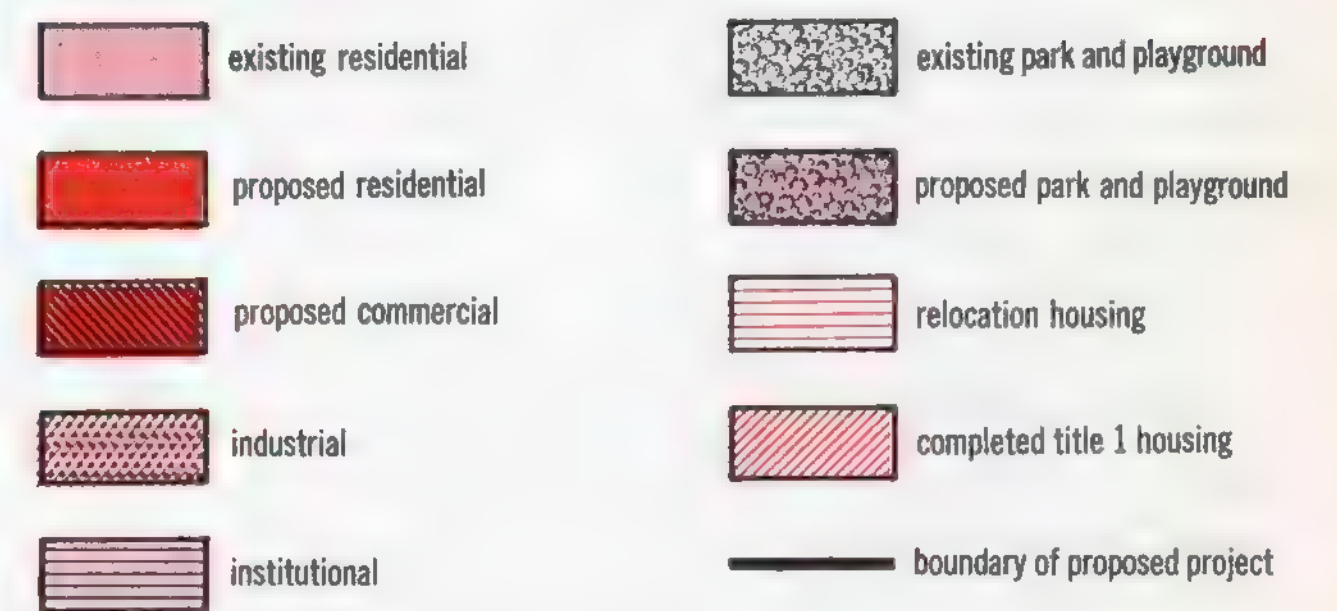
Just as mixed industrial-residential uses and housing deterioration present major renewal challenges in Newark North, the vehicular circulation pattern is equally crucial. McCarter Highway carries the largest volume of north-south traffic through the community and acts as the major north-south city highway. It is a six lane limited access road located along the eastern edge of Newark North; thus, its vehicular impact is controlled and blunted.

The same is not true of Bloomfield Avenue, Verona Avenue, and a number of other important streets. Bloomfield Avenue, for example, is a major city street running diagonally north and south through the southern part of the community. It provides relatively quick access to the center of town; consequently, it has become a heavily traversed through street for thousands of motorists driving to the center of Newark from outlying communities. Almost all of Bloomfield Avenue in Newark North is lined with stores, and an important shopping area has long been in existence near its southern terminus where it meets Broadway and Broad Streets. On a typical work day about 25,000 cars traverse Bloomfield Avenue at that point, creating major traffic congestions and tie-ups at its southern end and causing a considerable spill over into

generalized existing land use



bloomfield-broadway area proposed land use



adjacent minor residential streets. Other important north-south streets, such as Mt. Prospect Avenue, are also experiencing excessive through traffic, although not nearly to the same degree as Bloomfield Avenue. On the other hand, Verona Avenue running east-west almost at the northern tip of the community is an access road for local concentrations. Due to topographic conditions, trucks, and other vehicles must now travel through purely local residential streets of pleasant neighborhoods in order to reach the industrial buildings on Verona Avenue.

forest hill—a program for neighborhood conservation

Currently, a major renewal objective in Newark North centers around the need to maintain and preserve the excellent residential quality of the Forest Hill neighborhood. Despite the fact that one-family and apartment house builders continue to be attracted to this neighborhood and a first residence zoning provision "protects" much of it, Forest Hill is not impervious to the inroads of housing deterioration. For example, the northern part of this neighborhood reflects the adjacent industrial activity near Verona Avenue. Both excessive vehicular traffic and a slow but perceptible deterioration in the appearance of the residential buildings are pressing close to the best sections directly south. For the past several years, moreover, a persistent pressure to convert some of the larger and more substantial one-family structures into multi-family units has been apparent. The inability of some homeowners in this first residence district to maintain such accommodations has brought about structural deterioration and requests to change the zoning district to a less restrictive one. In isolated instances, buildings were converted to two or more family structures.

The use of renewal techniques to maintain this excellent neighborhood should include an examination of a more appropriate zoning pattern. If economic factors are making it difficult or impossible to maintain the one-family character of Forest Hill, a change to second residence might be appropriate. This, however, will have to be carefully planned and administered so that the changeover affects neither the internal nor external quality of structures and has the least possible impact on the current pleasant and spacious character of the neighborhood. Regardless of whether such a zoning change takes place, it will be necessary to grant high priority to a strict housing and zoning code enforcement program for Forest Hill. In keeping with such efforts elsewhere in Newark, this problem should be keyed to the objectives and practices appropriate to a conservation area, i.e., frequent visits to detect external signs of poor maintenance, overcrowding, and non-conforming land uses. Another element in the renewal pattern for Forest Hill is a more rational arrangement of vehicular traffic flow. For example, it might be appropriate to restrict traffic on some of the streets which terminate at Branch Brook Park so that fewer cars will traverse the neighborhood in an east-west direction. The same purpose could be achieved in the more important north-south flow by creating southerly directed one-way streets below Bloomfield Avenue south of Forest Hill. This would force northward-bound motorists at points near the center of town to seek alternatives to Mt. Prospect Avenue and Grafton



The Forest Hill section—focus for conservation

Avenue, thus relieving traffic on arteries which directly affect the neighborhood structure.

the bloomfield—broadway proposed project area

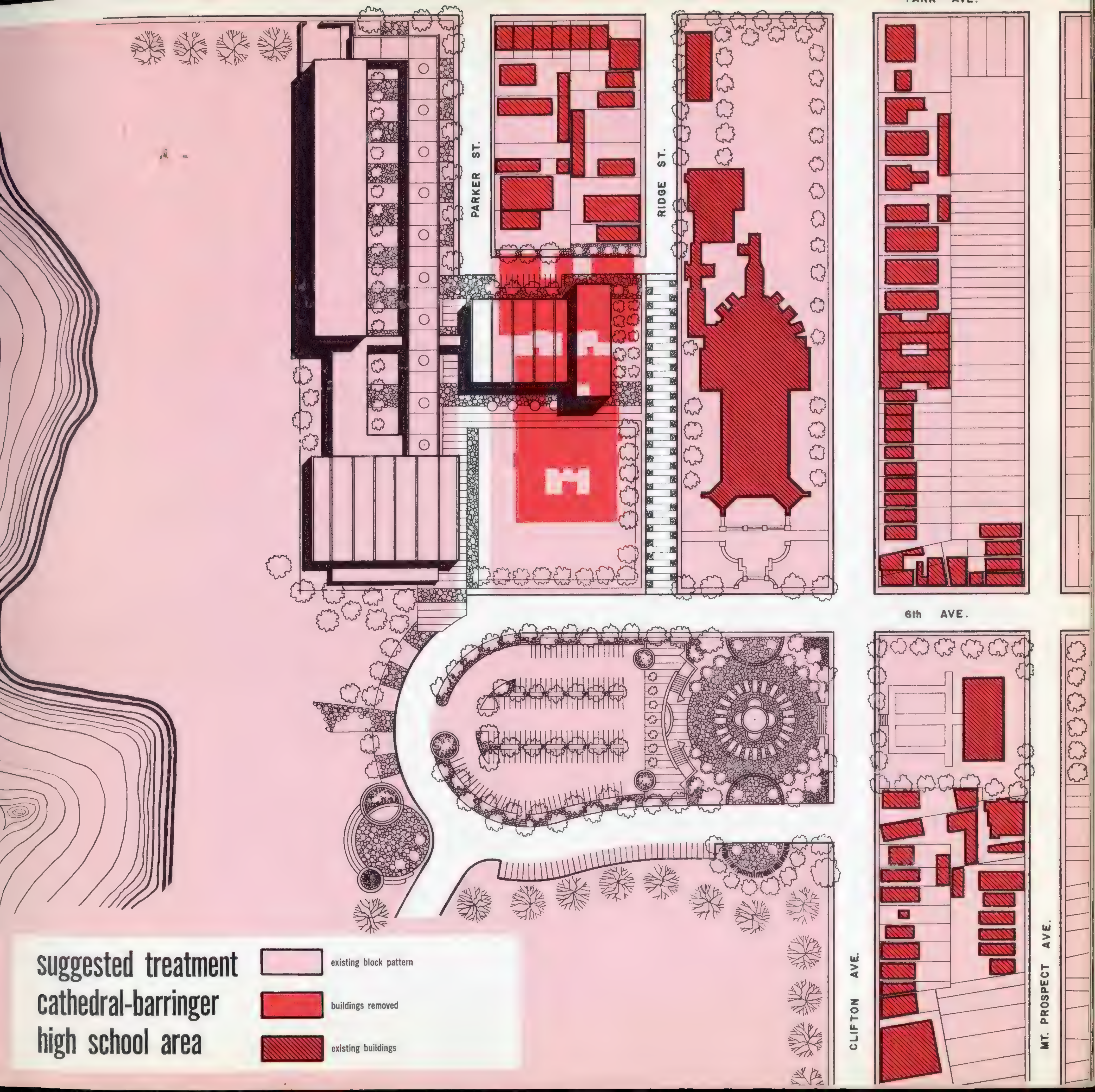
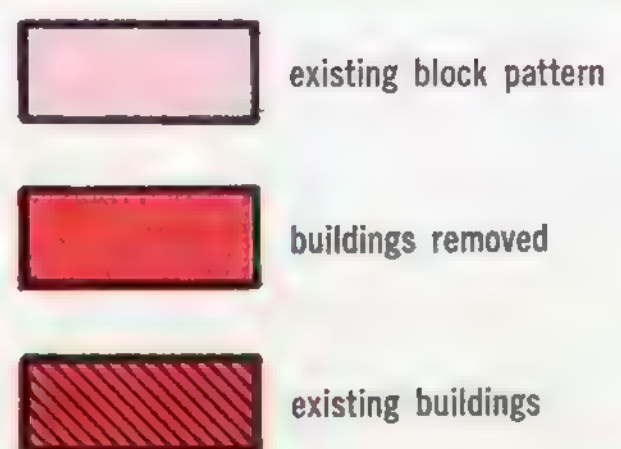
The southernmost part of Newark North is adjacent to the City's central business district and inherits a number of major renewal problems from this proximity. A much older housing stock than the rest of the community, a crowded and obsolete commercial center, and a poor street and circulation pattern, all combine to make this area a focus for major renewal and redevelopment needs. Bloomfield-Broadway lies generally between Bloomfield Avenue and 7th Avenue and is, therefore, roughly wedge-shaped with its apex at Broad Street and Broadway. It is recommended that the southern part of this area, with a very high proportion of sub-standard residential and commercial structures, be cleared, while the northern portion be included in a comprehensive program of housing rehabilitation and conservation. As part of these suggested changes, it is also recommended that Bloomfield Avenue be realigned at its southern terminus so that it will connect directly with Broad Street. These changes involve a major residential and commercial transformation of the southern or clearance section of the Bloomfield-Broadway area.

There can be little doubt that such drastic programs are necessary. During the past several years, approximately 40 acres of land immediately north of the Erie-Lackawanna Railroad have been cleared for the Christopher Columbus Homes, a public housing project with 1,556 dwelling units, and Colonnade Park, an upper middle-income housing development, with 1,240 units and provision for considerable retail shopping space. The clearance and redevelopment proposed in this Demonstration Study involve the area directly north of the Columbus Homes and Colonnade Park, i.e., the Bloomfield-Broadway section.

 existing block pattern

 buildings removed

 existing buildings



Private or co-op middle income housing plus a major shopping center here would constitute a significant addition to these recent developments and establish this entire area as an attractive, varied, and balanced new community. Approximately 15 blocks are now in the clearance category, while those further north contain structures suitable for rehabilitation and conservation. The clearance phase of this program would include many scattered retail stores in residential buildings as well as the more concentrated group fronting on 7th Avenue. Furthermore, the substantial enlargement and modernization of the Bloomfield-Broadway shopping area, primarily through rehabilitation, would make possible an interior orientation of much of the retail activity along a pedestrian mall which would replace that thoroughfare. While the realigned Bloomfield Avenue would continue to be a major artery into the core of the City, it would be freed of the crippling vehicular traffic now characteristic of that important street and its surrounding area.

the barringer high school site

Although physically part of the Bloomfield-Broadway Avenue project area, the intended construction of a new Barringer High School presents opportunities far transcending its neighborhood context. This new high school, a major component of the current capital program of the City and the Board of Education, is scheduled for construction in the near future. When completed, it will serve all of northern Newark and provide classrooms and facilities for about 2,000 pupils.

The suggested illustrative site plan for the new Barringer High School, relating to Branch Brook Park and the existing streets and structures, is shown on page 87. It does not attempt to present the final design or orientation of buildings but rather to suggest the possibilities of an integrated architectural treatment for the area which should help to stimulate adjacent residential rehabilitation. In this connection, the proposed site has a sweeping view of Branch Brook Park. It is here that the City has an excellent opportunity to practice imaginative action in one area already endowed with splendid natural and man-made vistas. This Demonstration Study strongly recommends the incorporation and extension of aesthetic considerations in buildings, groupings, and treatments within the renewal framework of all its proposals.

Any plan for the new Barringer High School at this location calls for the utmost sensitivity to such considerations. Briefly, it is recommended that the present old and inadequate high school building be demolished and a new structure, occupying part of the old site but also extending on land of Branch Brook Park, be erected. In the physical arrangement of the new buildings, provision should be made to create an exciting view from the Cathedral of the Sacred Heart to the park and the nearby lake. Directly to the south, it is recommended that the park concourse and its circular drive be substantially improved with walking areas, a central fountain, and landscaping. Both Parker and Ridge Streets would be closed to through traffic but would allow access to the school and church. The new school and the proposed plan for

the adjacent section should provide an environment strongly conducive to the renewal of the entire Bloomfield-Broadway project area by strengthening and improving an institutional focus long serving the community's needs.

the extreme north—verona avenue area

The Erie-Lackawanna Railroad, an industrial development to the north, and the factory buildings to the east all constitute a problem for a 30-block residential area in the northeastern section of Newark North. As in many older sections of the City, the admixture of residence and industry induces a decline in the physical character of the area and its residential structures. This has been apparent in the Verona Avenue area for some time, where pockets of blight have made their appearance and a downgrading of housing quality has become characteristic. While industrial noise, dust, and fumes are only minor factors here, excessive truck traffic on the local streets and the inter-mixture of residences and industry, with the concomitant depreciation of land values, have played a major role in complicating the renewal needs of the area. The development of retail and other commercial uses on essentially residential blocks and the growth of non-conforming uses have also added to these problems. It is recommended that renewal action in this area be undertaken by the City as an un-assisted project, i.e., as a project for which the Federal government makes available no redevelopment funds but does provide for FHA 220 and 221 mortgage insurance for home purchases and rehabilitation.

The heavy industrial development at the northern and eastern boundaries of this neighborhood has distributed itself along McCarter Highway and the Erie-Lackawanna Railroad. As a consequence, trucks from all directions traverse many of the local north-south streets from Summer Avenue to Manchester Place in order to reach industrial plants on Verona Avenue. The same kind of undesirable effect is produced by truck traffic along Grafton and Montclair Avenues, the local east-west streets. Although there is little land between Verona Avenue and the City line, it is occupied by industrial structures, a spur of the railroad, and a considerable number of residential buildings. At many points between Verona Avenue and the railroad, industrial buildings occupy the entire lot. Furthermore, a sharp change in grade leaves little room for effective physical change.

It is obvious, nevertheless, that a general plan of traffic rerouting will be necessary to protect and stabilize the residential amenities of the Verona Avenue area. It is proposed that such a plan be developed in conjunction with a housing and zoning code enforcement program designed to elicit the maximum voluntary housing rehabilitation efforts in the area. Attention will have to be directed towards containing any southward movement of industry from Verona Avenue and effectively dividing or buffering the existing residential area from the sites of factories and other industrial buildings. In addition, there must be a program to eliminate the existing non-conforming uses in this area.



the ironbound

BASIC DATA FOR THE IRONBOUND

	1950	1960
▶ population	51,200	42,650
white	47,350	38,000
non-white	3,850	4,650
▶ total acres (exec. streets)	910	
residential acres (exec. streets)	329	
▶ number of structures and dwelling units		
	structures	dwelling units*
clearance blocks	993	2,191
rehabilitation blocks	2,612	6,144
conservation (major) blocks	477	1,223
conservation (minor) blocks	7	13
public housing units	27	913
▶ persons per acre (res.)	130	
▶ dwelling units per acre (res.)	40	
▶ number of commercial buildings	279	
▶ number of industrial buildings	2,026	
▶ schools	number	enrollment 1960
elementary	6	5,546
junior high	0	—
high	1	1,771
other public	2	289
▶ acres in parks and playgrounds	39	
▶ acres of vacant land	94	

*Excludes a small number of units in non-residential blocks.

A primary long-range planning and renewal objective for The Ironbound community is to arrive at a reasonably compatible relation between residential land use with adjoining industrial uses. One of the oldest communities of Newark, The Ironbound presents a heterogeneous picture of residential and industrial areas. Some residential neighborhoods are completely surrounded by industrial uses; others exist side by side with industry; and still others are completely mixed. This problem of the relation between industrial and residential land use is heightened by the over-zoning for industrial purposes, which results in only 45 per cent of the community's population living in areas zoned for residential use. A situation such as this invites the development of blight and slums.

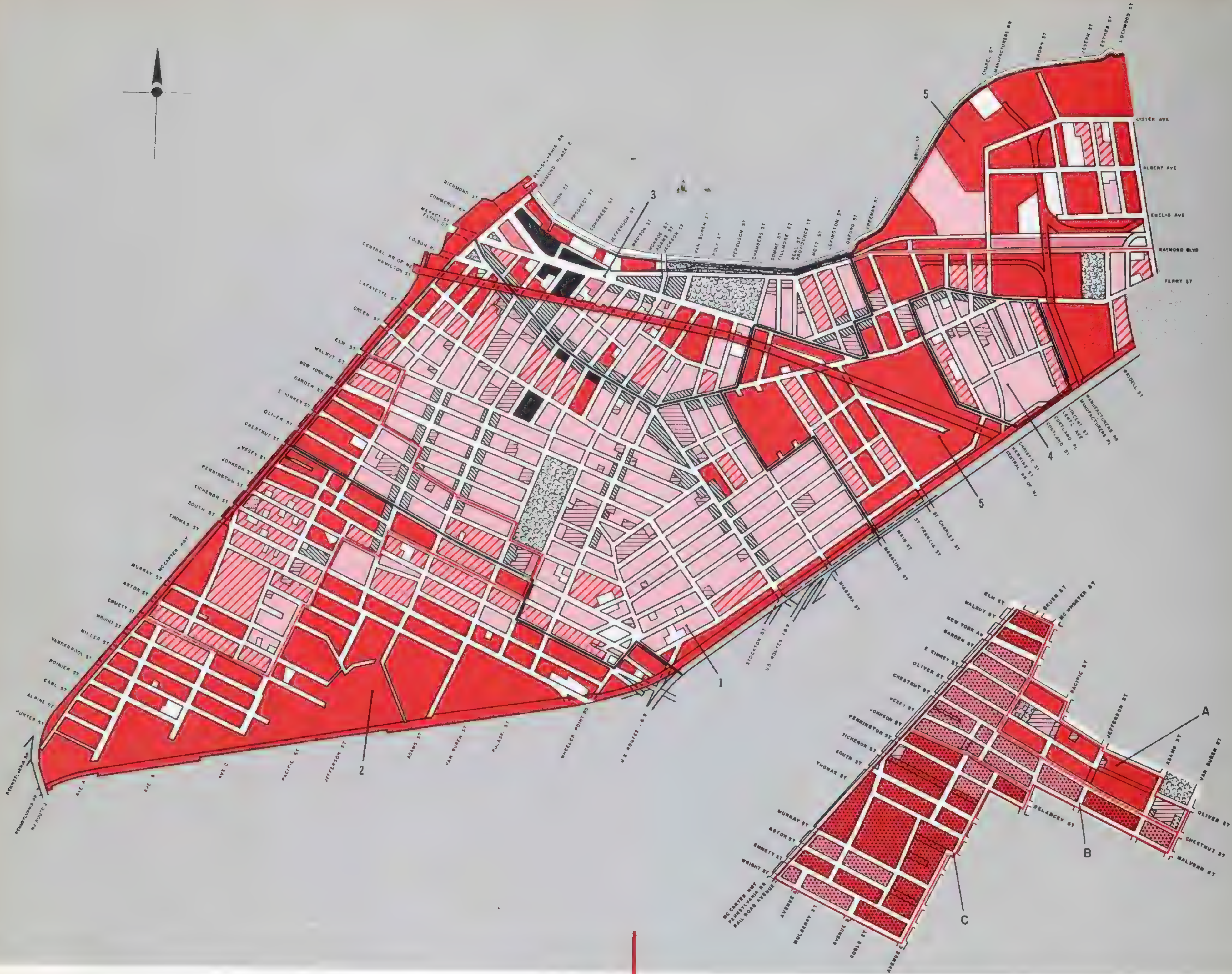
The population of The Ironbound was 51,185 in 1950 and has decreased to 42,700 today. This decline is probably due to the displacement of housing by new industrial sites, and the general decrease in the number of persons per family.

The high degree of industrial development surrounding the main residential areas of the community causes, among other problems, vehicular movements which threaten the stability and desirability of the sound residential environments. A serious through-traffic problem exists in the northern and southern sections of the community, areas which are predominantly of mixed land usage. Adequate east-west arterials are lacking in both these northern and southern areas. Raymond Boulevard and Market and Ferry Streets constitute the ingress and egress route between the center of Newark and points east. The through traffic on these streets is impaired by numerous cross streets, traffic lights, and on-street loading operations. South Street, the east-west route in the southern portion, likewise is unable to handle through traffic properly although this route does not encounter the excessively high traffic volume carried by Raymond Boulevard and Market and Ferry Streets.

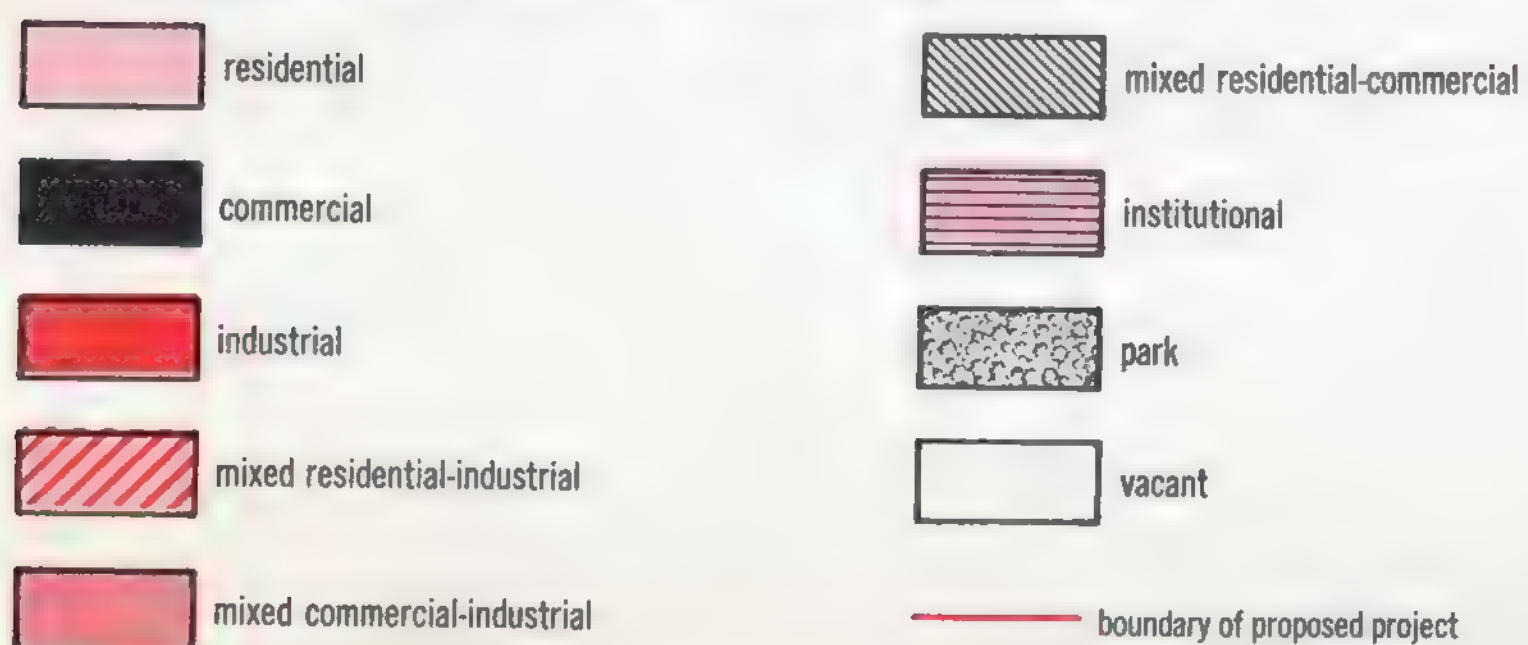
Major north-south routes exist, however, on both the eastern and western sides of the community, namely U. S. Highway Routes 1 and 9 and McCarter Highway. These routes serve the community by preventing undue north-south vehicular dispersion onto local streets.

urban renewal projects and proposals

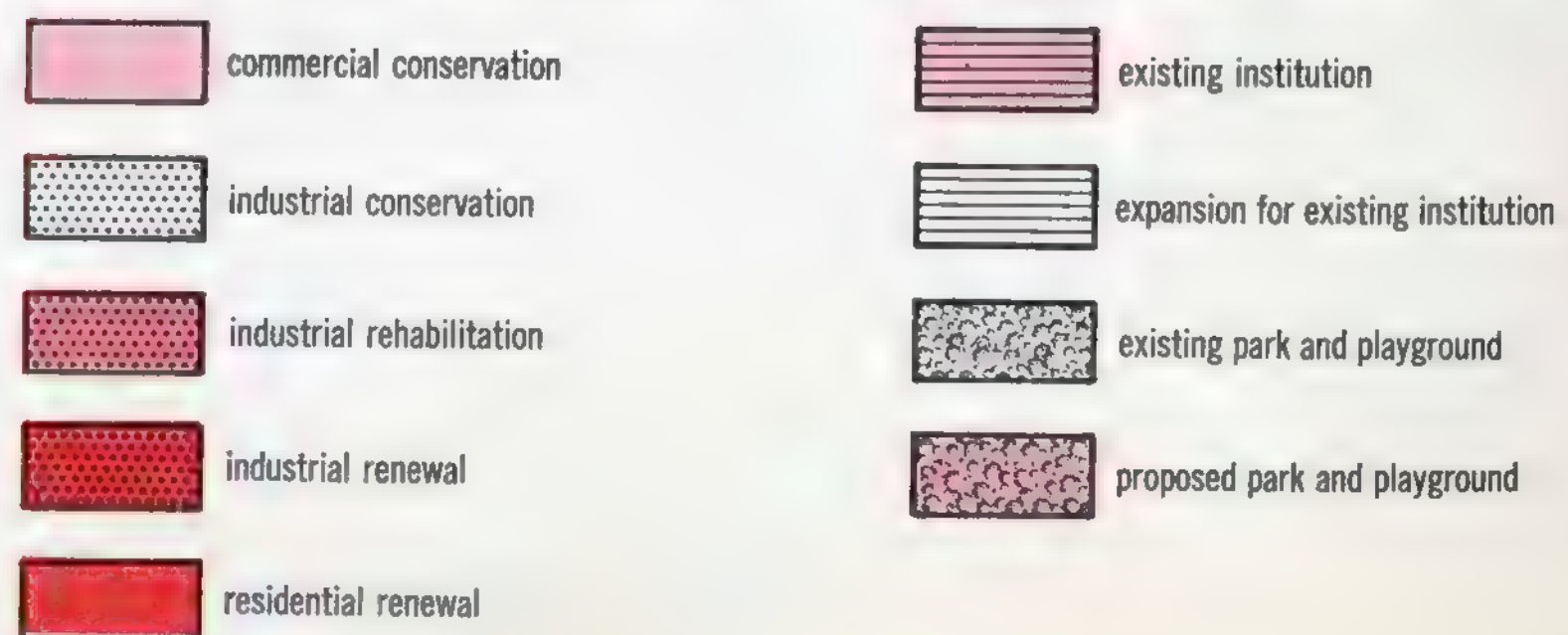
For the purposes of renewal analysis and of establishing sound re-use proposals, The Ironbound has been divided into the following five



generalized existing land use



southwest ironbound — proposed land use



major sections (map, Page 90):

1. Independence Park Residential Area. The primary residential community surrounding Independence Park.
2. South Street Industrial Area. An area of mixed land uses with predominantly industrial development.
3. Riverbank Park Area. An area of mixed land uses with predominantly residential development.
4. Hawkins Street School Residential Area. A small but well-defined residential area isolated and completely surrounded by industrial development in the north-eastern portion of the Ironbound.
5. Ironbound North-East Industrial Area. A major industrial area in the north-eastern portion of the community.

ironbound south-west renewal project area

A high priority of renewal has been established for a 48-block area embracing portions of both the Independence Park and South Street areas. This has been proposed as a project area (map, Page 90) in line with the criteria developed for renewal delineation, with three distinct but related sub-sections requiring the following treatments:

Section A — Clearance and residential redevelopment of the eight-block area north of Chestnut Street.

Section B — Rehabilitation of industries south of Chestnut Street and west of McWhorter Street to eliminate industrial nuisance factors and other adverse conditions which impinge upon the adjoining residential area.

Section C — Redevelopment and rehabilitation for industrial use of the mixed land-use area west of Avenue C and north of Wright Street.

For purposes of illustrating the variety of treatment needed in this project area, an analysis of the renewal problems in each of these sections and the tentatively proposed solutions follows:

Section A. Although the greater part of the residential area surrounding Independence Park is in sound condition, the eight-block area designated as Section A is blighted sufficiently to warrant renewal treatment. The criteria developed in this Demonstration Study, as well as a number of field surveys, have indicated a high incidence of substandardness and dilapidation; thus clearance of these residential buildings is recommended. It will also be necessary to "buffer" this area effectively from the adjacent belt of heavy industry which flanks its southern portion. Consequently, the proposed plan of these residential blocks must include sound site planning features which will assure a minimizing of this land-use conflict. The susceptibility of these residential blocks to deterioration is as much a result of existing unsound subdivision and site planning design, as of blighting industrial conditions. The existing land subdivision of this area is of the standard 200' block depth with 25x100 lots which front directly on the adjoining industries. The proposed redevelopment site plan (page 92) incorporates the following remedial site planning and housing design features:

- a) Elimination of scattered industries and redevelopment for garden apartments and row or town houses.
- b) Maximum orientation of houses away from remaining industries.

c) Increased setback of houses by the use of parking areas along Chestnut Street.

d) Landscaping, tree planting, and other screening devices.

e) Street closings to prevent truck and trailer infiltration into the area.

f) Expansion of the public school site for increased recreation space.

g) Improvement of open space for the religious institutions situated in the block directly south of Independence Park.

h) Creation of off-street parking space for the institutions in this block.

i) Rehabilitation and conservation stimulant to adjacent residential areas.

Section B. The presence of adverse industrial conditions to the south of Section A demands that its redevelopment coincide with a program which will eliminate or substantially reduce the effects of these conditions. Such a program will assure the future protection of the redeveloped area and the preservation of existing sound housing beyond its confines. In its own right, it will also provide urgently needed renewal for an industrial area which is showing serious signs of deterioration. The renewal plan calls for:

a) Elimination of dilapidated industrial buildings. A high priority should be given to space for the expansion of existing industry and for needed parking facilities. At present, streets throughout the industrial area and the neighboring residential area are used heavily by employee parking.

b) Rehabilitation of industries in deteriorating condition.

c) Removal of those industrial operations found to be most deleterious and incompatible with the nearby residential neighborhood. Even though most industrial structures in this area are in relatively sound condition, the possibility of relocating those industries found to be flagrantly obnoxious should be explored.

d) A continued Air Pollution Control program with the possible creation of a related program to eliminate other nuisance factors such as noise, dirt, and glare.

e) Removal of scattered and deteriorated housing within these industrial blocks.

Section C. The proposed industrial redevelopment of Section C has been discussed in detail in Chapter 3. Situated west of Avenue C between Johnson and Wright Streets, this area contains a highly mixed pattern of residential and industrial uses. The housing scattered throughout this area does not form any cohesive or identifiable neighborhood pattern and is largely sub-standard in quality. The adverse pattern of land uses has proven equally unfavorable for efficient industrial operation. This area, however, has distinct locational advantages for industrial re-use, i.e., proximity to McCarter Highway on the west, to Routes 1 and 9 and the New Jersey Turnpike on the east, and to rail terminals, Newark Airport, and Port Newark.

The renewal features of Section C include:

a) Clearance of all dilapidated residential and industrial buildings, and redevelopment for industrial re-use.



plan of residential separation from industrial area

new residential buildings

existing buildings

green areas

existing church and school buildings

pedestrian walkway and play areas

industrial rehabilitation area

b) Priority of cleared space to be reserved for expansion and parking needs of existing industries.

c) Construction of industrial rental space to facilitate and make possible the relocation of industries from other areas and from this project area.

d) Street closings and widenings.

independence park residential area

Renewal objectives for the remainder of the Independence Park residential area will be implemented through the continued enforcement of the housing code, the capital improvement program, and changes in the zoning districts to reflect more closely the existing land uses.

Housing conditions for the most part throughout this area fall in the rehabilitation category. The Independence Park area is, however, a more stable residential section than the age of structures and other factors would indicate. For the last 75 years, this community has been the home of immigrants from Europe who have established a strong community pattern not readily found elsewhere in Newark. Freshly painted houses, cleanly swept streets, and other good environmental qualities reflect the high degree of home ownership pride prevalent throughout this part of Newark.

A number of immediate renewal actions, however, are recommended for this area. These changes will arrest any further unsound development which might effect adversely the stability of adjoining residential

blocks. The first step in this program calls for the rezoning of sections of the Independence Park area from industrial to residential use. Such action would represent the first phase of a longer range program to equalize the great disparity which now exists between land which is zoned for industry and land actually used for that purpose. Another important renewal consideration would be the expansion of existing school sites and, wherever possible, the strengthening of institutional land uses in order to provide a strong stimulus for over-all private neighborhood up-keep.

riverbank park area

The Riverbank area is separated from the Independence Park area by Ferry Street, the main commercial artery of The Ironbound. Because of the generally dilapidated condition of residential structures, this area has been designated for clearance, with the exception of four blocks directly east of the park which have been designated for rehabilitation. In addition to a substantial over-zoning for industrial use, the traffic problem is cited as a second and more conspicuous cause of deterioration throughout the Riverbank area. Raymond Boulevard serves as a west-bound route to the center of the City from points east, and stretches of both Market and Ferry Streets serve as the east-bound route. This roundabout route not only disrupts the Riverbank area with heavy through-traffic, but also impairs circulation within the area. Added to this east-west traffic flow is an equally deleterious north-south traffic

flow from the intersection of the collector street system located at Ferry Street and Wilson Avenue to the Jackson Street Bridge. The lack of a clearly defined connecting link between these two origin and destination points results in a serious traffic dispersion problem throughout this section of the Riverbank area. The Jackson Street Bridge is itself an obsolete low-level structure as was indicated in the Master Plan.

Bisecting the Riverbank area from east to west is the elevated Central Railroad of New Jersey, a structure which imposes serious land use limitations in a redevelopment plan. This branch line terminates at its Broad Street Station. Passenger service is at present negligible and the industrial use of this line appears to be sharply limited. In a report dealing with the metropolitan area's rail transit problem, the State Division of Railroad Transportation recommended in April 1960 that this service be discontinued.

Principal renewal features of the Riverbank Park Area will include:

a) Redevelopment for exclusive residential use of the section east of Jefferson Street. The four residential blocks directly east of the park will lend themselves to rehabilitation.

b) Redevelopment of the section west of Jefferson Street, to accommodate the needs of major transportation facilities near Pennsylvania Station by providing parking and truck terminal facilities.

c) Redevelopment of the six-block area directly south of the intersection made by the Pennsylvania Railroad and the Central Railroad of New Jersey. The use of this area will be reserved for light manufacturing processes and services relating to the nearby Central Business District.

d) A realigned and widened Raymond Boulevard, utilizing the old

Morris Canal bed as outlined by the Master Plan of 1947.

e) Replacement of the Jackson Street Bridge, and the creation of a direct connection between it and the centrally located intersection of Ferry Street, Wilson Avenue, and Pulaski Street as indicated by the Master Plan of 1947.

hawkins street school area

The Hawkins Street School Area is completely surrounded by industrial development. During the past decade, a considerable volume of factory construction has taken place there, indicating that the desired land use is one devoted entirely to industry. The close proximity to major highway interchanges and the surrounding network of railways with spur tracks offer extensive transportation facilities for local industries.

The housing quality of this neighborhood is classified as rehabilitation. It is proposed that a minimum of public funds be expended in the area, and that no Federally aided renewal program be conducted during the next ten years. While the neighborhood is a well-defined residential section of sufficient size to exist as a self-contained area, the continued use of this land for residential purposes may run counter to the demand and need for industrial space in Newark. Until a decision regarding the ultimate use of this area is made, it should be given a low priority for any extensive renewal program. The enforcement of housing code standards and other related non-assisted renewal techniques is recommended.

ironbound northeast industrial area

The Northeast Industrial Area of The Ironbound also contains many of Newark's larger and heavier industries. This area in the past decade has demonstrated a vitality in new industrial construction and expansion comparable to the Frelinghuysen Industrial District at the southern end of the City (map, page 37). Both of these industrial areas are serviced by nearby highway interchanges and extensive rail facilities.

The intrusion of scattered residential land uses creates a problem in portions of this area. Although not extensive in total number, their dispersed location is an obstacle to the assembly of land for efficient industrial operation. The location of housing in this area is also undesirable from the standpoint of undisturbed residential living. A number of these houses are, in fact, non-conforming uses because Third Industrial District zones do not permit housing.

summary

The proposed changes in The Ironbound are scheduled to be completed over a period of years. They will strengthen the community by new projects and programs which eliminate the poorest neighborhood conditions. Rational planning will provide for compatible residential and industrial areas.

A street near Independence Park





hayes circle south

BASIC DATA FOR HAYES CIRCLE SOUTH

	1950	1960
▶ population	22,050	22,900
white	18,350	6,550
non-white	3,700	16,350
▶ total acres (exec. streets)	246	
residential acres (exec. streets)	128	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	152	706
rehabilitation blocks	1,083	4,151
conservation (major) blocks	362	1,472
conservation (minor) blocks	0	—
public housing units	0	—
▶ persons per acre (res.)	178	
▶ dwelling units per acre (res.)	49	
▶ number of commercial buildings	124	
▶ number of industrial buildings	395	
▶ schools	number	enrollment 1960
elementary	1	1,495
junior high	0	—
high	1	1,203
other public	0	—
▶ acres in parks and playgrounds	5	
▶ acres of vacant land	15	

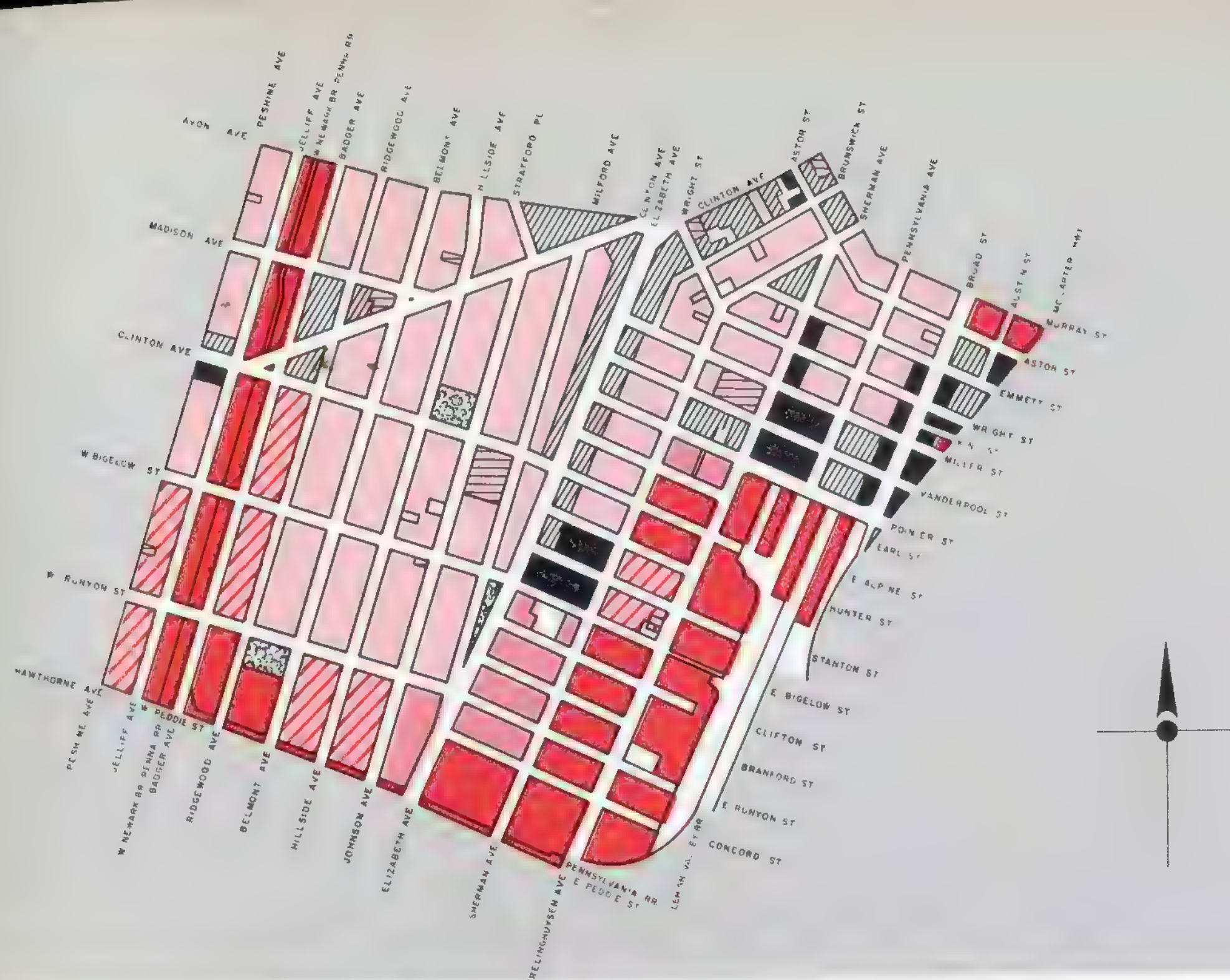
Hayes Circle South, a predominantly rehabilitation community, is bounded by McCarter Highway, East and West Peddie Streets, Hawthorne Avenue, Peshine Avenue, Avon Avenue, Clinton Avenue, and Murray Street. The area is composed of rather diverse sections with the Frelinghuysen Industrial District extending into its southern portion, light industrial and commercial development extending from the downtown area into the northern portion, and residential development in the western and central portions. Hayes Circle South is separated from the Clinton Hill community by an industrial area centered around the Pennsylvania Railroad spur.

Nearly 23,000 people live in Hayes Circle South today, a figure which shows no significant change since 1950. In terms of residential quality, this area is definitely in the rehabilitation category, but approximately 10 per cent of its residential structures will require clearance. For examination of its renewal needs, Hayes Circle South was divided into two sections.

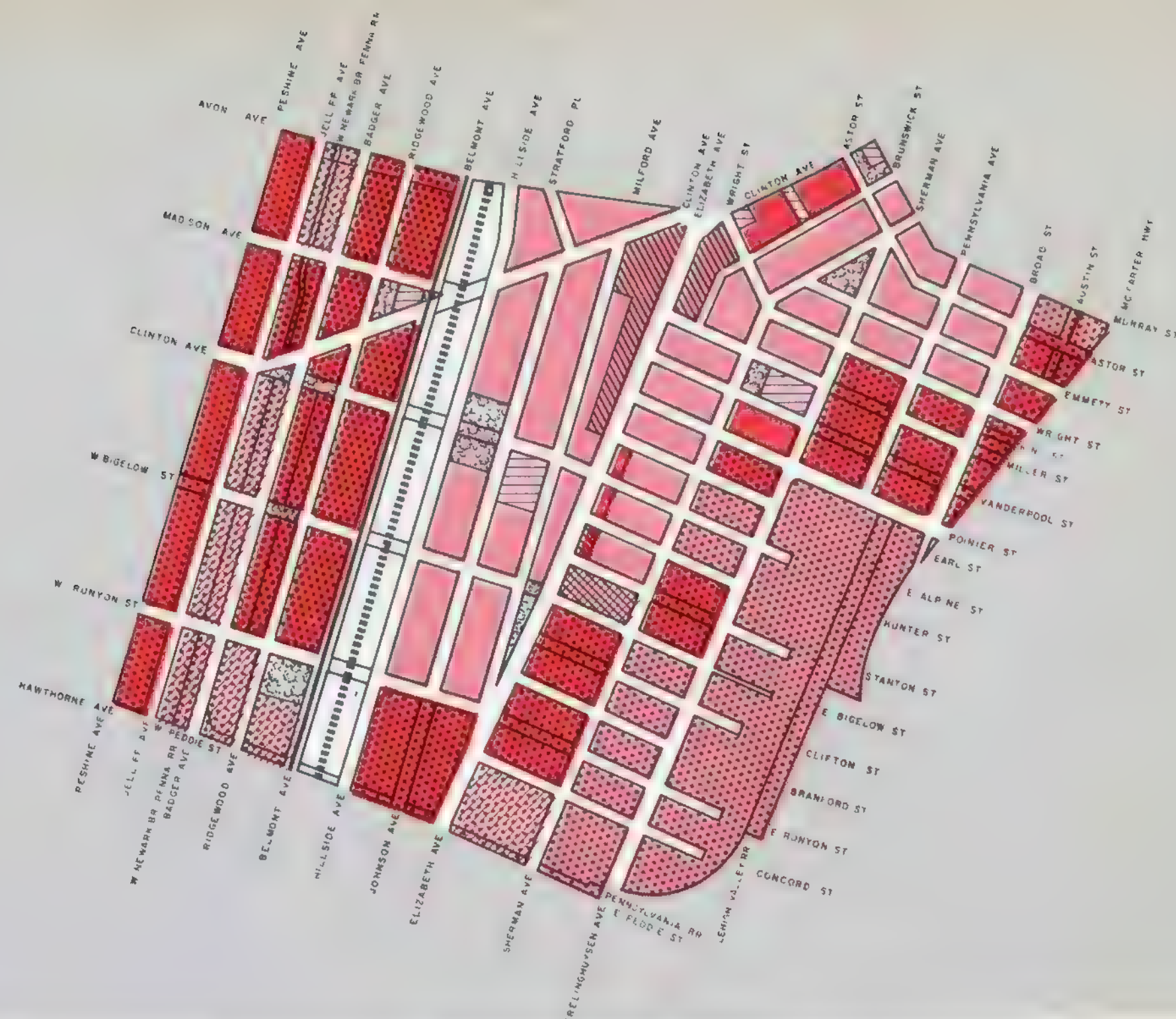
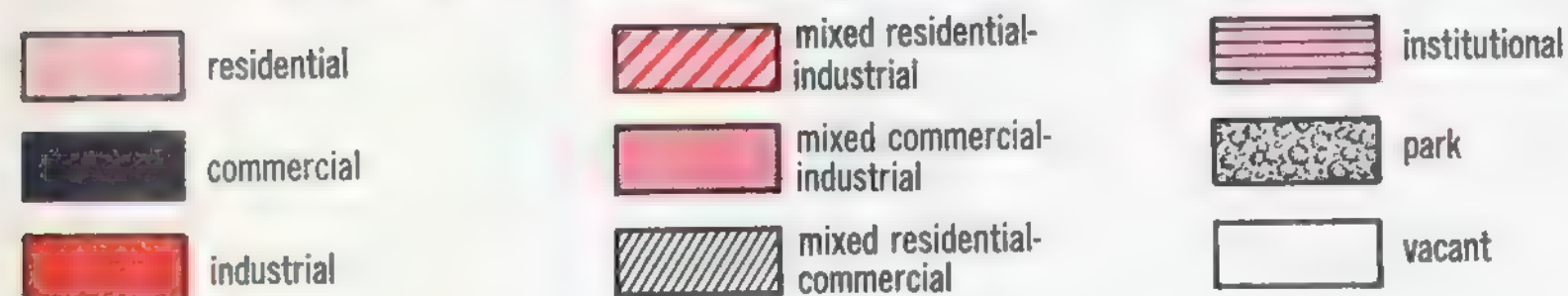
The first includes that part of the community west of Elizabeth Avenue. Approximately 60 per cent of the developed land, excluding streets, is in residential use, while 29 per cent is in industrial use and 8 per cent in commercial use. The industrial development is concentrated on both sides of the spur of the Pennsylvania Railroad which traverses the entire community from north to south. It is this segment of Hayes Circle South that has recently been included in the extension of the Light Industrial Area southward from Avon Avenue.

The residential portion of this section was originally a middle income neighborhood with soundly built structures. Maintenance of structures has not kept ahead of deterioration caused by age and the increasing physical pressures upon rental housing. In addition, the area has absorbed a large portion of the City's low income in-migrants.

The majority of residential structures are of the 1-3 family type, with approximately 20 per cent of the structures containing more than 10 dwellings. As can be seen from the proposed land-use map, this section has been designated for a combination of treatments. Because of original sound construction, a comprehensive rehabilitation program extending over a long period is proposed in order to preserve and enhance neighborhood qualities. Such a rehabilitation program, together with the spot clearance of dilapidated residential structures, would provide space for needed community facilities and off-street parking space. Since the proposed Mid-Town Distributor will traverse this section, the



generalized existing land use



proposed land use



efforts towards rehabilitation should concentrate on that portion of the community nearest Elizabeth Avenue. Through such a program the highway could be made to form a buffer between the residential and industrial areas in this community.

The second section, that part east of Elizabeth Avenue, differs in many respects from the western section. It is predominantly industrial (approximately 48 per cent of its land is used for that purpose), while residential and commercial uses account for 28 and 20 per cent of its land area, respectively. The majority of the industrial structures are in the southern portion. While generally in a sound condition, they suffer from a serious lack of off-street parking and loading facilities. The development concentrated in the northeastern sector near McCarter Highway is predominantly of a heavy commercial nature.

The condition of its residential structures places them in the rehabilitation category, but they are generally more deteriorated than those in the western section. Intermixture of industrial and commercial uses and the lack of open space stamp this area as a less desirable residential neighborhood. Because of the original low quality of residential construction, the value and extent of rehabilitation in this area is questionable, and for this reason should be considered as a pre-clearance area, i.e., one to be cleared ultimately but with a low priority in the first

10-year period. The upper portion of this section is scheduled to be redeveloped during the 10-year period as part of the South Broad Street Urban Renewal Project. Most of the residential structures that received a clearance rating are in predominantly commercial-industrial blocks, principally in the southern portion of the section. These structures can be cleared and their sites be utilized for industrial land and parking facilities.

Ready for spot clearance and rehabilitation





roseville

BASIC DATA FOR ROSEVILLE

	1950	1960
▶ population	33,750	29,650
white	32,000	26,600
non-white	1,750	3,050
▶ total acres (exec. streets)	414*	
residential acres (exec. streets)	294	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	70	228
rehabilitation blocks	744	2,053
conservation (major) blocks	1,861	4,580
conservation (minor) blocks	787	1,849
public housing units	27	354
▶ persons per acre (res.)	101	
▶ dwelling units per acre (res.)	31	
▶ number of commercial buildings	221	
▶ number of industrial buildings	197	
▶ schools	number	enrollment 1960
elementary	4	2,636
junior high	0	—
high	0	—
other public	1	274
▶ acres in parks and playgrounds*	13	
▶ acres of vacant land	41	

*Excludes Branch Brook Park which borders this community.

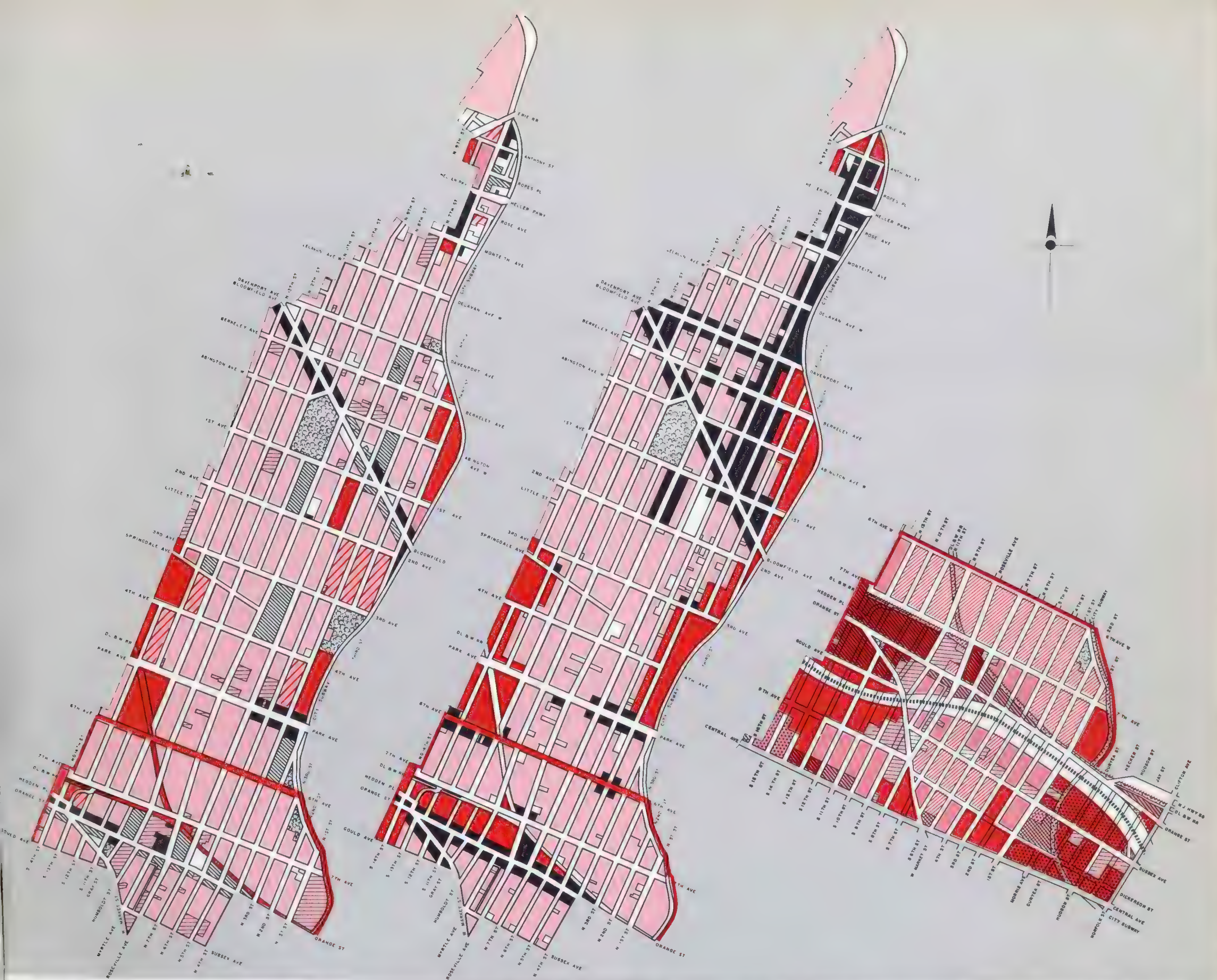
Situated on the western side of Branch Brook Park, Roseville's northern and southern boundary are approximately level with Newark North. It is, however, a smaller community of 414 acres and a population of 30,000. Most of its clearance blocks and structures are near its southern boundary. The quality of structures generally improves as one goes northward. Actually, only two per cent of its 3,462 residential structures fall in the clearance category, while close to 80 per cent are considered of conservation quality. About 20 per cent are located in rehabilitation blocks where substantial renovation and structural improvements are needed to prevent a decline into sub-standard conditions.

Roseville today is one of the communities in Newark most conscious of its identity. Its articulate groups and organizations play a significant role in many phases of community life, and the Community Council, founded in 1930, is a leading civic group oriented to the present physical and social needs of Roseville. An organizational study of Roseville shows the following membership and public groups active in the community: 16 churches with a membership of 12,700; 19 units of Boy and Girl Scouts; 51 adult and youth groups using church facilities; a Masonic Temple; three private hospitals; and a number of welfare, social, and nationality groups. Although the above listing is not complete, it is fairly indicative of a healthy concern with community affairs.

the east-west freeway—possibilities for neighborhood renewal

The East-West Freeway, long a matter of concern to Roseville residents, presents significant renewal possibilities in connection with its construction. The depressed route will intersect no more than six or seven blocks of the community's southern tier. In doing so, it will clear a considerable number of marginal residential and commercial structures, thus eliminating a source of future blight and dilapidation. While some institutional property is slated to be demolished, the overwhelming number of churches, schools, and other community facilities and meeting places will remain and, with proper renewal treatment, might supply an even firmer focus in the community.

The opportunity to upgrade substantially the entire area adjacent to the planned Freeway should be exploited, and it is proposed that the section bounded generally by 6th Avenue on the north and by Central Avenue on the south and extending from the City Line to Norfolk Street be delineated for specific renewal treatment. Although parts of this Roseville Freeway Area fall in the three communities of Roseville,



generalized existing land use • zoning and non-conforming uses • e-w freeway area — proposed land use



West Side, and West Market, it should be considered as a single unit since proposed neighborhood and planning solutions will be dominated by the impact of the East-West Freeway. The proposed renewal area itself contains approximately 2,250 residential structures, some of which are dilapidated, requiring either clearance or substantial rehabilitation action. It is, however, a center for the major social, civic, and religious institutions serving the Roseville community. These should continue to flourish and grow.

One of the more important requirements for renewal in this Roseville Freeway Area is the need to strengthen its retail and commercial establishments. Shops along Orange Street serve not only the residents of Roseville but a considerable number of consumers from outside Newark. The relatively poor quality of many commercial structures fronting Orange Street, the residential buildings within these blocks, plus the heavy traffic congestion along this major street call for a considerable amount of renewal on both sides of Orange Street from the City line to North 9th Street. Over the next ten years, it is recommended that this section of the Roseville Freeway Area be replanned for commercial use, orienting much more retail activity around off-street shopping centers. This would involve a basic change in the present street pattern in order to ease vehicular congestion and create the basis for an integrated commercial area. From a more community-wide point-of-view, the Freeway itself should attract a considerable amount of vehicular traffic now using Orange Street, West Market Street, and Central Avenue bound either for the Central Business District or beyond. A decline of traffic volume on these major east-west streets would provide considerably more favorable renewal possibilities in the Roseville Freeway area than is now likely.

In the remainder of the area, a variety of treatments are recommended. To preserve its basic residential and institutional character, it will be necessary to proceed with a program that combines "spot" clearance of the most dilapidated structures with rehabilitation and conservation of salvable areas. Conservation for residential use should proceed generally on blocks between 3rd and South 8th Streets where housing conditions are favorable. This latter treatment should also be applied to the northernmost tier of blocks in the renewal project area.

Commercial renewal is planned for the Roseville retail center



Whatever the nature of the proposed renewal treatment, it should be undertaken with the intent to strengthen and enhance the important community and institutional uses which are centered in the project area, provide for off-street parking and other open space wherever possible, and make maximum use of the proposed East-West Freeway alignment as a renewal stimulant. Finally, it is recommended that the extreme eastern section of the project area (now blighted and heavily mixed with residential and industrial uses) be studied for the possibilities of a planned industrial park with direct access to the Freeway and entire "loop" system.

Early and preliminary estimates indicate that the net project cost for the renewal of the proposed Freeway Area will exceed \$11 million with the City's one-third share amounting to close to \$4 million. These estimates undoubtedly will be refined as specific acquisitions are agreed upon.

zoning changes and non-conforming uses

In a number of sections of the Roseville community, non-conforming uses appear to be seriously affecting the residential character of these neighborhoods. Such incompatibilities may not always be detrimental but they generally induce problems of traffic access, noise, appearance, and safety, and collectively represent not only a deteriorating factor but also an obstacle to effective renewal planning. In Roseville, as elsewhere in the City, such non-conforming uses may have been established prior to the zoning ordinance or have come into existence either as a result of zoning changes or variances granted; or may be existing illegally. Whatever their origin, they must be reckoned with in terms of neighborhood renewal.

Under the present zoning districts, there are about 90 non-conforming uses in Roseville, most of them concentrated in the residential area north of Bloomfield Avenue, with a smaller group scattered elsewhere. Thirty-five of the entire group are gas stations, auto laundries, or body repair shops while the remainder consists of such establishments as retail stores, funeral homes, factories, and storage yards. During the next ten years, each of these uses should be carefully examined as to its impact on the neighborhood and, wherever possible, either changed to conform with the neighborhood's general character or discontinued. More than this, however, is required. In the first place, zoning variances should be carefully limited to control the number of future non-conforming uses. Secondly, there appears to be an overabundance of commercial zoning in a number of areas in Roseville, especially on Davenport Avenue, Berkeley Avenue, North 5th and North 6th Streets, all directly above Bloomfield Avenue. This is evidenced by stores which are vacant or have been converted to dwellings. Such streets or parts of streets should be rezoned for residential use, with the exception of a few block fronts that could remain zoned for neighborhood or local shopping. The same situation exists on Park Avenue where land, not used commercially, is zoned as such. This would hold especially true for the block on Park Avenue between Roseville Avenue and North 7th Street. It is recommended that Park Avenue's residential character be preserved

and its entire length be re-zoned to residential use.

One of the earliest by-products of this Demonstration Study will be an examination and evaluation, on a comprehensive city-wide basis, of the existing zoning ordinance. As a result, changes will be proposed and initiated in those areas where either the land use or zoning pattern constitutes an obstacle to effective renewal and prevents a rational development of the community. Together with the gradual elimination of non-conforming uses, this future program will accord high priority to a number of areas in the Roseville community.

the need for recreational space

Even though Roseville is adjacent to Branch Brook Park, it is not well provided with recreation space. Only five access streets lead into the Park from the entire community, and of these five accesses, two consist of pedestrian bridges with two high flights of stairs. The City Subway, at and below grade, skirts the entire western boundary of the Park, separating it physically from all of Roseville. Mothers with small children and baby carriages find it difficult, if not impossible, to cross this barrier and neighborhood utilization of Branch Brook Park is curtailed.

While additional "bridging" to the park other than stairs would ease some of the community's need for park and play areas, it will nevertheless remain deficient in this respect. Excluding Branch Brook, the Roseville community has a total of 13 acres of parks, playgrounds, and play fields. However, eight of these constitute the Newark Stadium, a facility which serves a rather specialized recreational need. Hardly five acres are, therefore, available for general open space uses. In this community of about 31,000 people, an open space standard of three acres per thousand people (developed in the light of Newark's recreational needs and resources and discussed in the First Interim Report) would indicate a major deficiency even if the stadium were included. For this reason, smaller parks and playgrounds are recommended in connection with residential and commercial re-use wherever clearance operations are appropriate for neighborhood renewal. "Spot" clearance and, in some cases, the utilization of City owned vacant land can also serve as park and playground sites in the Roseville community.

roseville and the city subway

About 4.7 miles of City subway run from Pennsylvania Station to Franklin Street, the northern terminus of the line. Carrying somewhat under five million passengers during 1959, its right-of-way constitutes the dividing line between Branch Brook Park and Roseville itself. In addition to providing quick access to the C.B.D., the subway accepts urban and suburban bus passengers at a number of stations and thus diverts buses from the downtown streets. Its integration with the traffic flow and the parking of private cars, however, is incomplete. This integration should be examined for present problems and future possibilities.



Parking congestion near the subway station

In 1952 a Bureau of Municipal Research report indicated the following:

Origin and destination surveys show there are thousands of motorists who now drive to central Newark from the areas served by the City subway. Some of these could be induced to transfer to the subway if attractive parking space were available. It would be desirable to provide off-street space at Bloomfield and Park Avenues stations but cost of land acquisition would be high. Both curb space and City owned vacant land is available in the Davenport area. Greater use of this station offers the best immediate possibility of inducing more subway use by motorists.

These observations, made in 1952, were recently substantiated by a term project of students of the Newark College of Engineering. In 1960, the City constructed a parking lot in Branch Brook Park at Franklin Street whose capacity is approximately 200 cars, and the possibility of future lots at Park and Bloomfield Avenues should be considered. The Bloomfield and Park Avenue lots could be built on sites now occupied by gas stations and small marginal plants. Parking space along the subway would become increasingly important in view of recent proposals to extend subway service by linking it with the Orange Branch of the Erie-Lackawanna Railroad. Other proposals have been made to extend the subway to the Newark Airport.

summary

The renewal potential of the Roseville community is a bright one. Neighborhood rehabilitation, spot clearance, the elimination of non-conforming uses, and improvements in parking and public transit will be the major tools in a renewal effort for achieving the goal of a more sound community.



west side

BASIC DATA FOR WEST SIDE

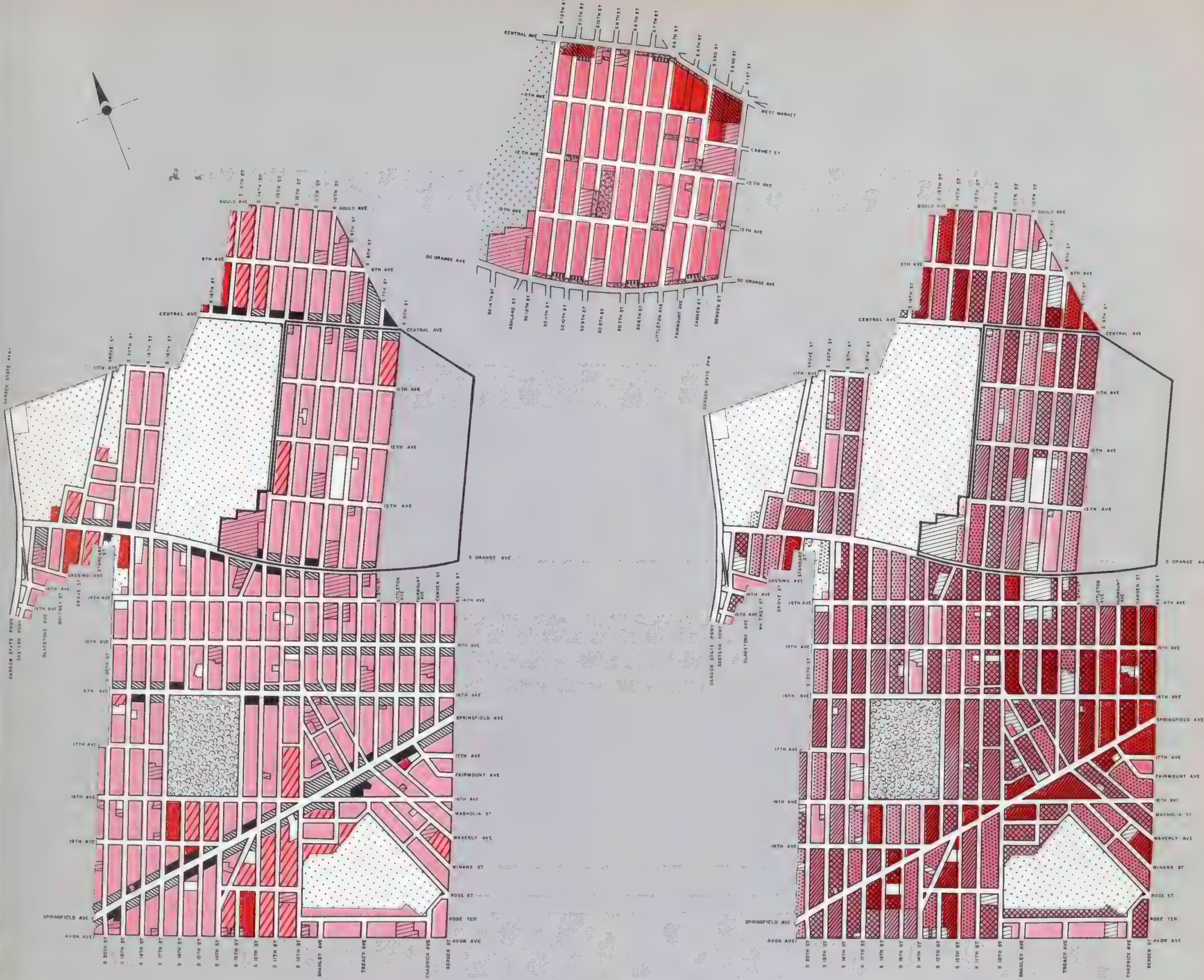
	1950	1960
▶ population	60,100	55,200
white	55,450	33,550
non-white	4,650	21,650
▶ total acres (exec. streets)	506	
residential acres (exec. streets)	376	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	594	3,013
rehabilitation blocks	2,567	7,918
conservation (major) blocks	1,929	5,304
conservation (minor) blocks	54	147
public housing units	0	—
▶ persons per acre (res.)	147	
▶ dwelling units per acre (res.)	43	
▶ number of commercial buildings	338	
▶ number of industrial buildings	422	
▶ schools	number	enrollment 1960
elementary	9	7,919
junior high	0	—
high	1	1,296
other public	4	n.a.
▶ acres in parks and playgrounds	40	
▶ acres of vacant land	28	

The West Side community contains residential, commercial and industrial structures requiring all types of urban renewal treatment: clearance, rehabilitation, and conservation. This community of 506 acres is on a gentle north-south ridge on which a gridiron street pattern has been superimposed without regard for topography. The community is physically separated from surrounding areas and municipalities by cemeteries and by the Garden State Parkway on the west, and is generally defined by Avon Avenue on the south, Bergen Street, 14th Avenue, South 6th Street, and West Market Street on the east. The proposed highways, the East-West Freeway and the Springfield Avenue Connector, will form stronger and more definite boundaries for the community. Preliminary estimates of 1960 population indicate that 55,180 people live in the West Side community, a decrease from the 1950 total of 60,099. Most residential structures are of the two or three-story frame type on narrow lots, with few off-street parking facilities. Arterial streets cut through the community, tending to fragment neighborhoods and to spread strip-commercial development throughout the area. Only segments of Springfield Avenue have some of the attributes of a regional shopping center — and, even here, most of it is in strip-commercial form.

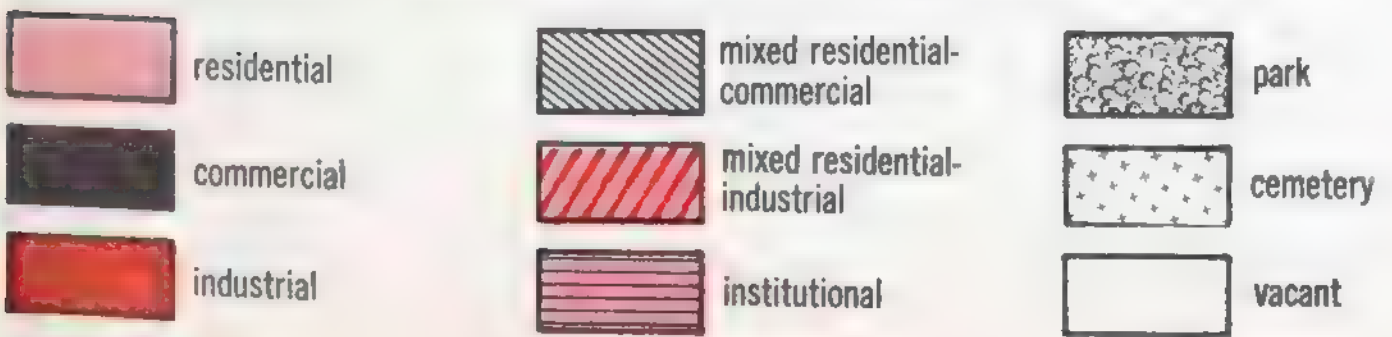
Concentrations of industrial activity occur in a number of areas of West Side, with many additional industries scattered throughout the community. Generally, industrial and commercial development suffers from an intermixture with residential uses, a lack of off-street parking and loading facilities, and inability to expand due to lack of available vacant land, and poor street patterns. Construction and reconstruction of industrial facilities have been almost non-existent in this community during the last ten years.

the proposed fairmount rehabilitation area

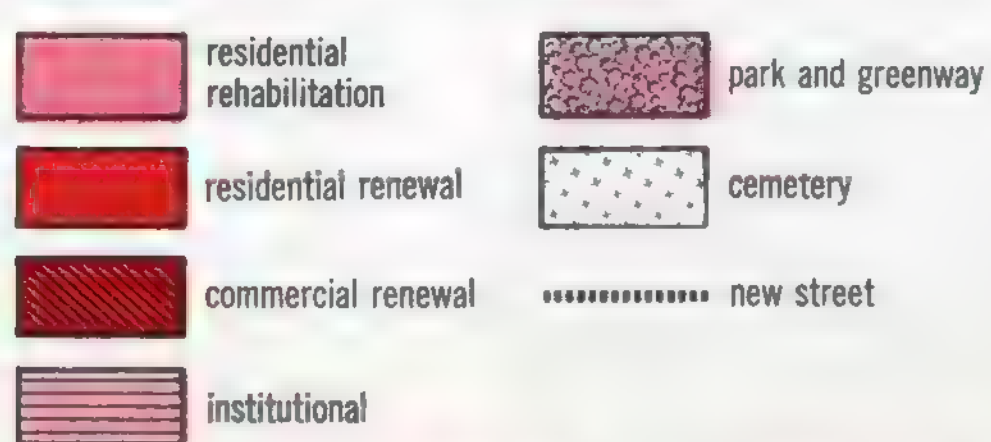
The 42 block residential neighborhood lying east of Fairmount Cemetery and bounded by Central Avenue, West Market Street, Bergen Street, and South Orange Avenue is designated in this Demonstration Study as a project area for rehabilitation within the next ten years. The entire area is shown on the community map (page 101) although part of it is also in the West Market community. The quality of its residential structures ranges from dilapidated slums to recently modernized buildings. It is, however, apparent that most are in the rehabilitation or conservation category, i.e., they can be renovated economically and,



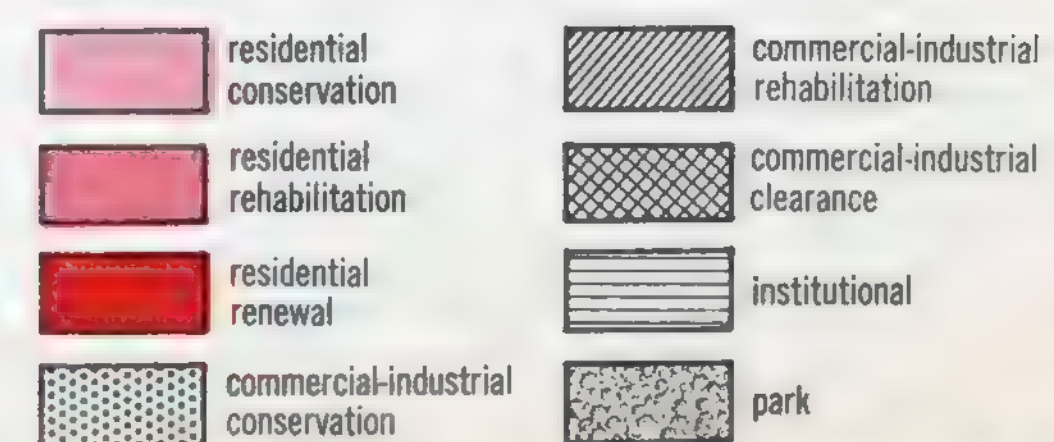
generalized existing land use



fairmount area proposed land use



generalized structural condition



hence, given a considerably longer useful life. In terms of relocation volume and over-all renewal costs, this proposed area would rank quite low since clearance activities would be minimal.

Compared with other neighborhoods in the West Side community, Fairmount is relatively free from the effects of strip commercial development except on its peripheral streets, i.e., South Orange Avenue, Central Avenue and West Market Street. To enhance further the residential character of this project area, however, it is proposed that retail shopping facilities be concentrated in two centers to be developed on the east at Bergen and West Market Streets and on the north at Central Avenue. These should be planned with adjacent parking facilities and with some necessary clearance for residential re-use, generally on West Market Street between South 3rd and South 6th Streets. It is also proposed that much needed parking facilities for the Martland Medical Center be provided on Bergen and Cabinet Streets directly north of the hospital. Marginal commercial facilities along most of Central and South Orange Avenues should ultimately be replaced by small parks and landscaped areas.

One of the basic objectives of this rehabilitation program is to create a safe, quiet residential neighborhood in the delineated area. This would be aided by street closings and traffic diverters which would discourage through-traffic without destroying access and circulation. In addition, a 2.5 acre park is proposed on currently vacant land between South 8th and 9th Streets on 13th Avenue. Rehabilitation of all housing, raising them to code standards and above, should be encouraged and made a central feature of the program. Wherever necessary, buildings dilapidated beyond rehabilitation possibilities should be demolished on a "spot" clearance basis. Two small mixed residential-industrial pockets, one on South 12th Street, the other on Littleton Avenue, South 6th and West Market, are recommended for residential re-use.

the remainder of the west side community

The rest of West Side is extremely varied with a multiplicity of residential, commercial, and industrial uses and conditions. As one goes west from Bergen Street, the quality of residential structures improves. Almost all the major east-west streets, particularly Springfield Avenue,

Traffic congestion takes a neighborhood toll



Factory buildings are scattered throughout the community

extend ribbons of commercial uses along their entire length, making orderly residential and commercial development extremely difficult. There are, in addition, two relatively large concentrations of mixed residential-industrial uses in the community, one directly south of West Side Park and the other west of Woodland Cemetery.

Renewal treatment programs for the West Side (excluding the Fairmount Project Area) should be undertaken in the later years of the ten-year program. They should include:

1. The demolition for residential redevelopment of clearance blocks directly west of Bergen Street.

2. The consolidation of retail uses into a number of planned shopping areas in the community: a regional center focused around the intersection of Springfield Avenue, South 10th Street and 18th Avenue; two neighborhood centers, one to serve more local needs at South 12th and South Orange Avenue, the second in the area of Springfield Avenue and Avon Avenue. This part of the program should be undertaken in conjunction with major rezoning action to direct development away from strip-commercial use on the less active east-west streets.

3. The area between South 10th Street, Avon Avenue, South 14th Street, and Springfield Avenue, already a nucleus of industrial activity, is proposed for development as a light industrial area. The expansion of existing industries, as well as the "freezing" of land space for new firms, would be accomplished by the assembly and clearance of marginal residential and industrial structures now in the area. This redevelopment proposal would also provide sites for firms relocating from clearance projects in other parts of the City.



vailsburg

BASIC DATA FOR VAILSBURG

	1950	1960
▶ population	28,900	34,500
white	28,800	34,250
non-white	100	250
▶ total acres (exec. streets)	505	
residential acres (exec. streets)	414	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	7	25
rehabilitation blocks	167	240
conservation (major) blocks	1,123	1,947
conservation (minor) blocks	4,938	8,723
public housing units	10	301
▶ persons per acre (res.)	83	
▶ dwelling units per acre (res.)	27	
▶ number of commercial buildings	128	
▶ number of industrial buildings	15	
▶ schools	number	enrollment 1960
elementary	3	2,146
junior high	1	891
high	0	—
other public	1	106
▶ acres in parks and playgrounds	59	
▶ acres of vacant land	35	

Vailsburg is virtually a peninsula of Newark, being surrounded on three sides by the suburbs of East Orange, South Orange, Maplewood, and Irvington, and connected to the City by a thin strip of land directly west of Fairmount Cemetery. The Newark portion of the Garden State Parkway constitutes this extremely short eastern boundary.

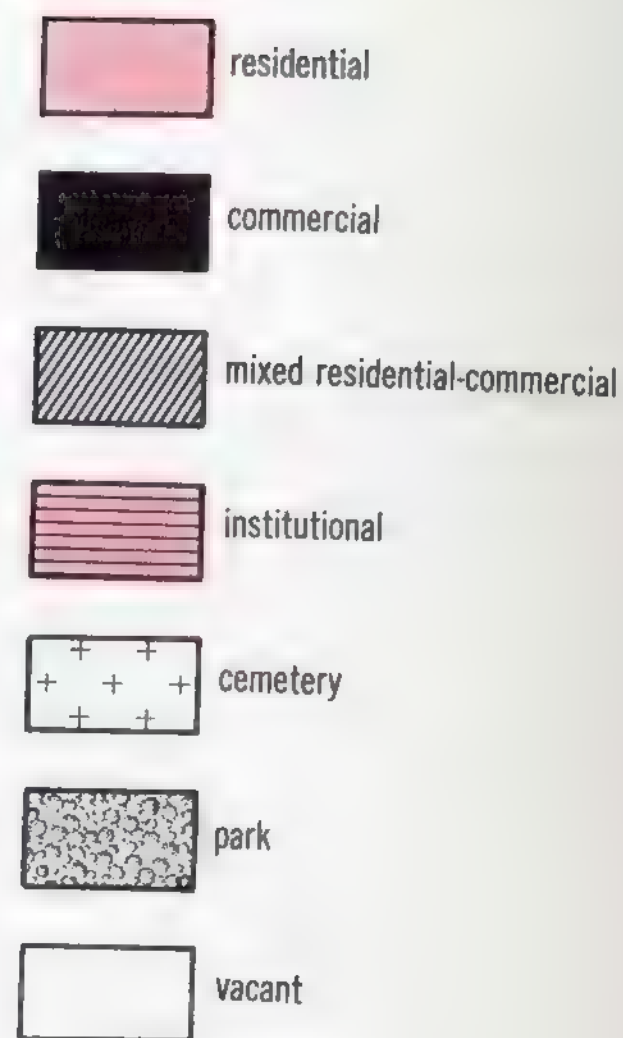
Unlike other communities in Newark, the population of Vailsburg rose by about 5,600 from its 1950 count of 28,900 people. Post-war construction, particularly the Ivy Hill Apartments with 2,090 dwelling units, accounted for much of this rise, although one-family homes were also added to the existing housing inventory. In terms of physical size, Vailsburg, with 505 acres of land, is a relatively large community, homogeneous from the viewpoints of the land uses and the quality of residential structures. Almost entirely residential in character, this westernmost area of Newark has practically no clearance sections. Most of the housing structures are in average or better-than-average condition. In many respects, including open space, Vailsburg resembles the surrounding suburban communities more than the inner city of Newark itself.

Some of the more important renewal possibilities of Vailsburg are found along the major street, South Orange Avenue. This thoroughfare, with retail shopping along its entire length, serves as a major route for vehicles into the central part of the City. Both shopping and through traffic result in a spill-over of vehicles onto the residential streets of the community. While approximately 25,000 vehicles traverse South Orange Avenue on a typical work day, the proposed East-West and Southern Freeways will most likely divert some of this through traffic from the major artery. It is appropriate to consider a number of renewal solutions designed to implement the longer range effects of the Freeway construction.

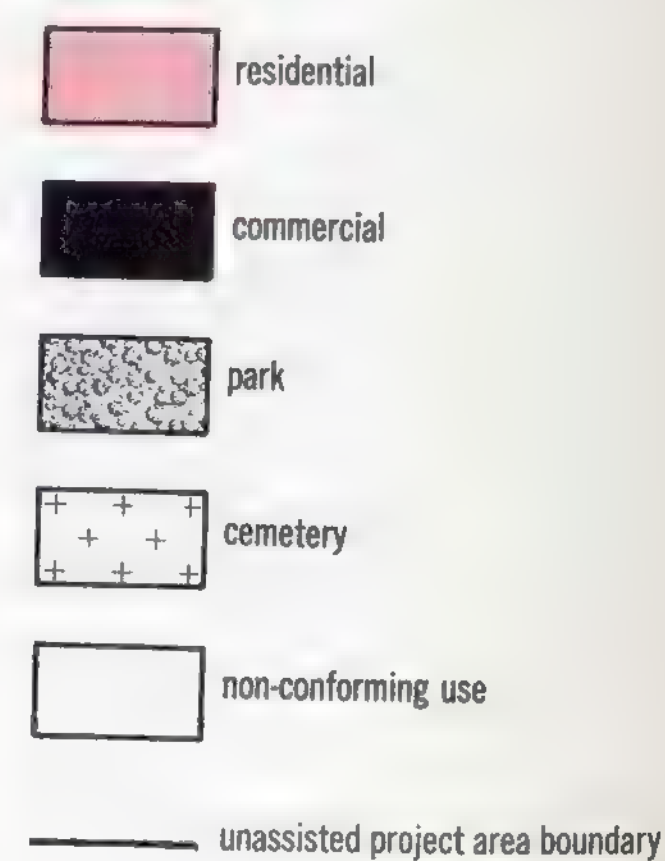
proposed retail rezoning

It is proposed that a number of related actions be taken to prevent traffic congestion from blighting the areas contiguous to South Orange Avenue. The first would be to rezone from business to residential, that portion of South Orange Avenue between Stuyvesant Avenue and Pine Grove Terrace, thus, strengthening the existing commercial area from Stuyvesant Avenue to the City line. By changing a strip commercial zone to a clustered zone, vehicular incursion and parking would not choke the residential streets or build up bottlenecks on South Orange Avenue

generalized existing land use



zoning and non- conforming uses



itself. At the same time, a concentration and strengthening of shopping activity, particularly between Stuyvesant and Sandford Avenues, would have the effect of relieving traffic tie-up and infiltration. This would be especially true if additional off-street parking were made available in the proposed retail expansion of the Stuyvesant-Sandford Avenue area. A less intensive land use of retail business exists eastward from Stuyvesant Avenue; the major stores and shopping activity of the community lie west of that street.

Also, as part of the rezoning and retail strengthening proposed for South Orange Avenue, it is suggested that parking restrictions be applied to the north-south streets crossing that thoroughfare. At present, the heavy congestion is accentuated by parking. For example, on a normal weekday, a substantial number of vehicles occupy curb space on Dover Street, St. Paul Avenue, Oakland, and Richelieu Terrace, one block south of South Orange Avenue. The through traffic on these streets is also considerable. It will be further necessary to restrict parking as well as divert traffic from them in order to prevent excessive vehicular use.

There are two other local shopping streets in Vailsburg where zoning changes will be necessary, Stuyvesant Avenue and Sandford Avenue. Both of these southerly strips, catering almost exclusively to the nearby residents, contain elements of potential deterioration, traceable to an excessive amount of retail zoning. For example, a long strip fronting on Stuyvesant Avenue from Schofield Street to north of 18th Avenue has been zoned for business, whereas its predominant use is residential, particularly north of 18th Avenue. The same is true for Sandford Avenue, especially the two blocks north of Schofield Street. Such inappropriate zoning designations represent a danger to the normal development of the area, and they generally arise from the needless extension of the commercial classification to accommodate individual property owners. Zoning upgrading, furthermore, will be a conservation and

rehabilitation incentive. It is proposed, therefore, that appropriate segments of Stuyvesant and Sandford Avenues be zoned for residences in conformity with the immediate surroundings. This type of retail "over-zoning," occurring also in other Newark communities, can generally be detected where the actual current use (in most cases residential) heavily outweighs the business uses for which it has been zoned.

a vailsburg "unassisted" project area

At the outset, it was indicated that few residential structures in Vailsburg are dilapidated or in need of clearance. Indeed, in terms of quality and condition, three large areas, zoned for first residence, are among the best in the City. Frequent housing and zoning code enforcement programs with high standards of inspections are exceedingly important for these areas as well as the rest of the City. For these reasons an "unassisted" project area has been delineated in the eastern part of Vailsburg. While no major public works and very little clearance activity are necessary, it is recommended that the area bounded generally by the Garden State Parkway and Norwood Street in Vailsburg be designated as an "unassisted" project area. This will make it possible to combine a City program of housing and zoning code enforcement, traffic realignment, and public works with Federal home improvement mortgage insurance under Section 220 of the Housing Act of 1949 as Amended. While the Federal government does not underwrite renewal costs in an "unassisted" project, it does make mortgage insurance, on liberal terms, available to landlords and homeowners in the designated project area. Such a combined program in the Vailsburg Project Area will be directed towards identifying and eliminating blighting influences, maintaining and conserving good housing and neighborhood facilities, and strengthening the residential possibilities in the rest of the Vailsburg community.



dayton

BASIC DATA FOR DAYTON

	1950	1960
▶ population	6,500	5,400
white	6,000	4,250
non-white	500	1,150
▶ total acres (exec. streets)	103*	
residential acres (exec. streets)	44	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	0	—
rehabilitation blocks	0	—
conservation (major) blocks	75	146
conservation (minor) blocks	98	187
public housing units	20	1,285
▶ persons per acre (res.)	123	
▶ dwelling units per acre (res.)	37	
▶ number of commercial buildings	30	
▶ number of industrial buildings	116	
▶ schools	number	enrollment 1960
elementary	1	1,226
junior high	0	—
high	0	—
other public	0	—
▶ acres in parks and playgrounds*	0	
▶ acres of vacant land	5	

*Excluding Weequahic Park in Dayton.

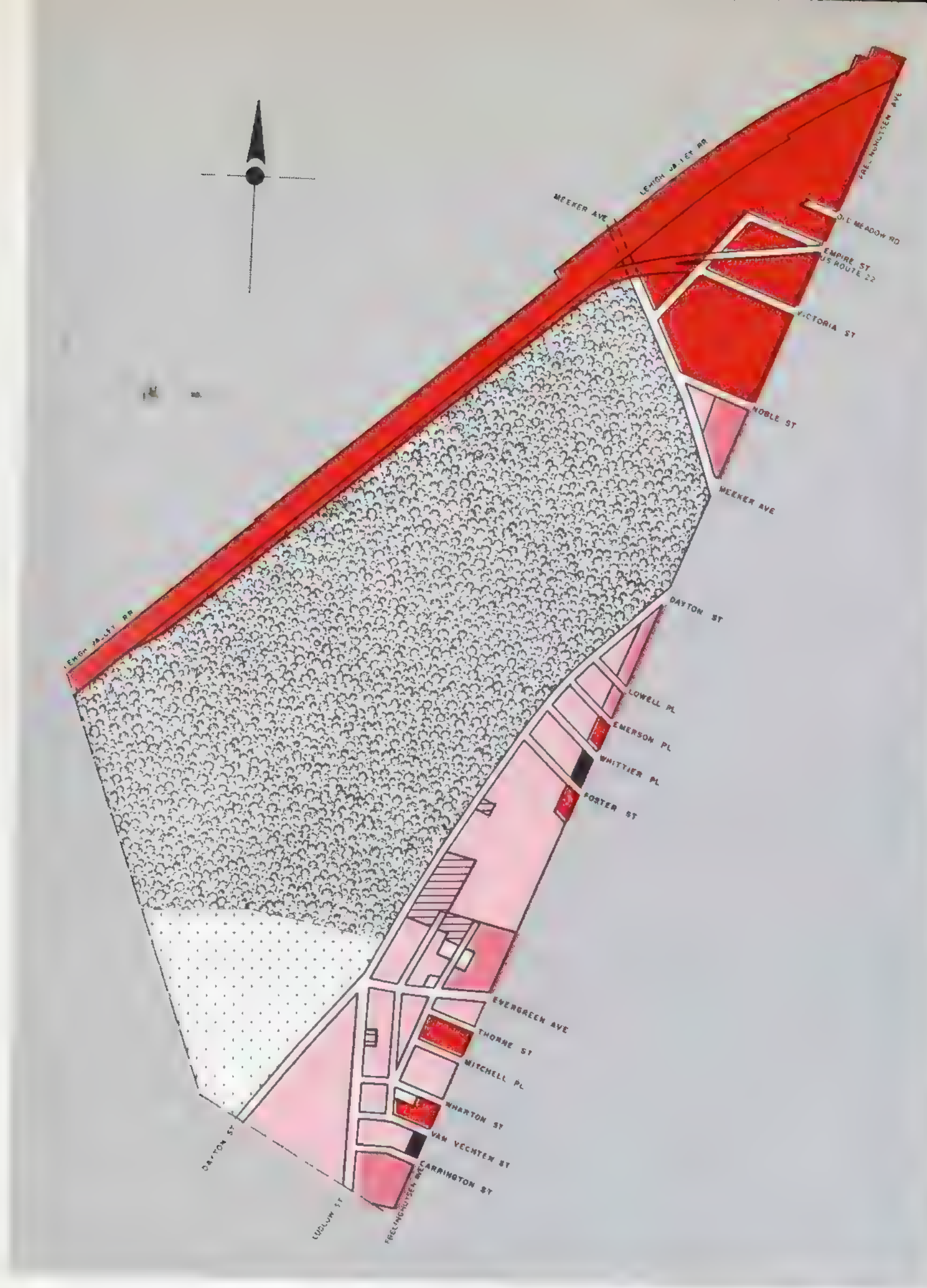
Dayton is the Newark community with the smallest land area and population. Located at the southern extremity of the City, it forms a wedge-shaped tract of land between the Frelinghuysen industrial area to the east and Weequahic Park to the west. It is physically isolated from other residential communities of the City.

Community facilities include a branch of the Newark Public Library, an elementary school, two churches, a synagogue, and the neighboring Weequahic Park. The elementary school was built in 1950.

Housing in Dayton consists predominantly of 1,285 public housing units contained in Seth Boyden Court and Kretchmer Homes. These two developments were constructed in 1941 and 1953, respectively. A third public housing development is currently under construction adjacent to Kretchmer Homes. When completed, the two 12-story buildings will provide 200 dwelling units for the aged. There are only about 330 private dwelling units in Dayton.

The private housing accommodations are mainly of the one and two-family variety. The condition of these houses is relatively sound, falling into the "conservation" treatment category. Reference to the Weighted Penalty Score, discussed in Chapter 9, will indicate that the private housing at the south end of the community is in somewhat superior condition to the housing in the north end. Qualification of this point, however, must be made: the housing at the north end of Dayton is of an old traditional construction, whereas that at the south end is generally of a more recent and less substantial construction. Despite the difference in the quality score, the former is likely to outlast the latter. Aside from housing code enforcement and other related conservation measures, no major renewal treatment is recommended for Dayton within the next ten-year period.

There is, however, a distinct renewal need in the context of long range planning. The disproportionate balance between the number of existing public housing units and private housing units is readily apparent. Doubtless the rationale for providing extensive public housing facilities in Dayton has, in part, been based on the premise of achieving a close proximity of a resident labor force to the Frelinghuysen industrial area. A reduction in the travel distance to and from work is certainly a desirable objective in land use planning. But the selection of sites for public housing developments is to be guided by more than one principle. The concentration of a single homogeneous socio-economic group in one area may defeat the broader objective of balanced com-



generalized existing land use

	residential		institutional
	commercial		park
	industrial		cemetery
	mixed commercial-industrial		vacant

munity growth. Too close a proximity of public housing to industry may cause special problems between the two. This has occurred in Dayton.

An increase in the quantity of private housing units by planning for an enlarged residential land area in Dayton would be consistent with the goal of striving for a balanced community. Such an increase in private housing accommodations would result in a more heterogenous social structure and a more neighborly quality by providing variety in housing types. This study proposes the long-range elimination of all industry west of Frelinghuysen Avenue south of the crossing of Meeker

Avenue, replacing it with private housing units, which would result in an enlarged residential land area in Dayton.

The west frontage along Frelinghuysen Avenue is presently zoned for industrial use, and contains a mixture of commercial and industrial establishments. By extending the residential area 100 feet eastward, and retaining those commercial shops necessary for residential living, a more compatible relationship between industry and housing could be achieved. In addition, the large disparity between the number of public and private housing units would be reduced. It would also open up the use of Weequahic Park to a greater portion of the populace by placing residential development — not industrial development — close to park lands. The presence of Weequahic Park makes the land surrounding it uniquely valuable for residential use.

These long-range planning objectives outlined above are not to be considered as distinct or isolated from the more immediate needs of a housing renewal program. While the renewal emphasis in Dayton calls for conservation of the existing housing stock, it is obvious that any renewal program which places too much emphasis on the preservation of the status quo, to the exclusion of broader community development goals, will fall short of the desired objectives of total community improvement. A better balance between industry and housing, and between public and private dwellings are clearly needed in the Dayton community.

New housing for the aging





weequahic

BASIC DATA FOR WEEQUAHIC

	1950	1960
▶ population	42,650	38,700
white	41,750	31,000
non-white	900	7,700
▶ total acres (exec. streets)	598*	
residential acres (exec. streets)	466	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	0	—
rehabilitation blocks	511	1,659
conservation (major) blocks	1,123	1,947
conservation (minor) blocks	4,938	8,723
public housing units	0	—
▶ persons per acre (res.)	82	
▶ dwelling units per acre (res.)	26	
▶ number of commercial buildings	140	
▶ number of industrial buildings	76	
▶ schools	number	enrollment 1960
elementary	5	4,606
junior high	0	—
high	1	2,146
other public	0	—
▶ acres in parks and playgrounds*	53	
▶ acres of vacant land	39	

*Excludes Weequahic Park.

The Weequahic community falls almost entirely within the conservation category of renewal treatment. Consequently, most of the improvements suggested in this study can be accomplished outside of federally-aided urban renewal projects. Only one portion of Weequahic, the delineated Watson Avenue project area, has been proposed as a federally-assisted urban renewal project.

Weequahic was formerly a part of Clinton Township, portions of which were annexed to Newark in the late 19th and early 20th centuries. Prior to the turn of the century, most of the land was undeveloped or in large estates and farms. The community is now predominantly residential but contains a small amount of industry located at its periphery on the Irvington border. Three shopping areas serving neighborhood needs are located in Weequahic. The population of this community has declined 10 per cent in the last decade, from 42,625 persons in 1950 to 38,658 as indicated by the April 1960 Census.

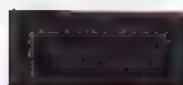
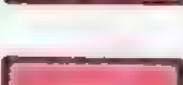
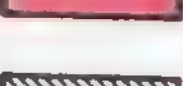
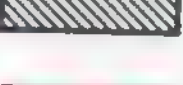
freeways and streets

The new system of proposed major highways for the City and metropolitan area will have an important impact on Weequahic. There are at this time a number of proposals for the alignment of F.A.I. Route 78 (Southern Freeway). The one favored by the State Highway Department will bisect the community and tend to fix a new northern boundary. This alignment would connect with the proposed Mid-Town Distributor approximately at Belmont Avenue and Hillside Avenue between East Peddie Street and Watson Avenue.

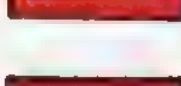
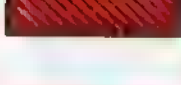
Certain community objectives should be considered in establishing freeway alignments: dilapidated structures and undesirable land uses should be eliminated; good neighborhoods should not be divided nor above-average structures ruined. While Weequahic has both good and bad structures, the State Highway proposal will eliminate over 1,700 good structures and few sub-standard ones. The City proposes to bypass the above-average areas with a more southerly route than that of the State shown on page 109. The City proposal would cross through neighboring Hillside by a double decking of the existing Route 22. In not traversing Weequahic, the alternate Freeway alignment would enhance the entire community by leaving the community undivided and the conservation areas intact.

Weequahic has an irregular, internal grid street pattern. Most of its streets are narrow in comparison to Clinton Hill immediately to the

generalized existing land use

-  residential
-  commercial
-  industrial
-  mixed residential-industrial
-  mixed commercial-industrial
-  mixed residential-commercial
-  institutional
-  park
-  vacant
-  boundary of proposed project

proposed land use

-  residential conservation
-  commercial conservation
-  residential rehabilitation
-  industrial rehabilitation
-  residential renewal
-  commercial renewal
-  industrial renewal
-  existing institution
-  existing park and playground
-  proposed park and playground

new highway

north. Weequahic was subdivided at a later date for a lower population density and less intensive lot coverage than most of Newark's other communities. These factors, in general, make narrow streets more tolerable here than in more crowded communities, but there are notable problems within Weequahic. These coincide, generally, with the oldest, most closely developed sections such as the Watson Avenue area and portions of the western section of Weequahic. The major streets of Weequahic are Elizabeth Avenue, Lyons Avenue, Chancellor Avenue, and Bergen Street (north of Lyons Avenue). Clinton Place is a north-south route through part of Weequahic and all of Clinton Hill to the north. Further improvements should be made to develop Clinton Place as a through artery north of Lyons Avenue, and Maple Avenue as a through artery south of Lyons Avenue.

the watson avenue project area

The proposed Watson Avenue project area is recommended for early renewal action by this study (map, page 109). It is also recommended that Federal assistance be obtained for this project area.

Prior to the 1950's, the area was a closely built-up Jewish sector with many commercial establishments and mixed uses along Watson Avenue. The homes on some side streets have not withstood competition from other outlying housing to which the former population has moved. Many of them continue to be maintained, but Watson Avenue itself is becoming increasingly blighted. In its present condition, the entire project area requires a variety of treatments. However, because the proposed Southern Freeway and the Mid-Town Distributor will cut through it, major changes in land use will require more clearance than is required by the condition of structures.

Because of the impact of the State Freeway alignment, it is proposed that a substantial part of the area directly south of the proposed route be renewed. This should include much of the area between Watson and Meeker Avenues, generally between Elizabeth and Peshine Avenues. It is on these blocks (including the actual Freeway alignment itself) that many of the residential and mixed residential-commercial structures are dilapidated and blighted sufficiently to justify clearance. Directly north of the proposed Freeway, it is recommended that industrial buildings be rehabilitated and sub-standard residential structures be cleared for industrial uses. This would strengthen the existing industrial uses adjacent to Hawthorne Avenue. Throughout the remainder of the project area, the rehabilitation and conservation of existing residential structures should be the principal objective. Long-range planning of this renewal project area also suggests that the First Residence District directly south of Meeker Avenue should be given strong protection to assure the preservation of its excellent neighborhood qualities.

weequahic conservation area

The remainder of the Weequahic community is designated as a conservation area. The major problems in this section are the maintenance of sound residential structures, the elimination of strip commercial over-development, the improvement of the internal street system, and the provision of needed community facilities.

The most important of three commercial areas in Weequahic is the strip along Bergen Street between Lyons Avenue and Renner Avenue. North of Renner Avenue, commercial uses are not nearly as intensively developed. The main problem of the Bergen Street commercial area is the need to provide space for expanded facilities and parking. Since the area is one of a specialized shopping nature and could be the nucleus of a community shopping center, this Demonstration Study recommends the renewal and rehabilitation of the commercial frontage along Bergen Street and its strengthening as an integrated shopping center.

The Lyons Avenue commercial area is a strip commercial development stretching from Schuyler Avenue west to the City line. It is proposed that this shopping area be terminated at Dewey Street and that the frontage between Dewey Street and the City line be developed for residential uses. Further development of the remaining commercial area should be accomplished with provision for essential parking facilities.

The commercial development along the western portion of Chancellor Avenue should be treated in a similar manner, so that commercial uses would be strengthened from Leslie Street to the City line and renewal for residential uses instituted in the more easterly portion, as shown in the map of proposed land uses (page 109).

Code enforcement and the elimination of non-conforming uses should be carried out on a total community basis. The most conspicuous section in Weequahic for immediate code enforcement is in the vicinity of Meeker Avenue, where there is a sharp break in housing types, the area to the north being more densely developed and having a greater proportion of mixed uses. From Meeker Avenue southward, however, there is a more stable residential area zoned for First Residence which is in danger of becoming engulfed by the same pressures which have made rapid inroads in nearby portions of Weequahic and Clinton Hill. Currently, the City is conducting a "pilot" program of housing and zoning code enforcement in a larger area including parts of Clinton Hill and Weequahic. This is being done in order to identify and halt the spread of housing blight in a major conservation area of the City. At a recent count, about 4,900 structures had been inspected. A relatively high proportion were found with building code violations, but voluntary abatements have remedied over 800. This program of inspection and enforcement will continue.



clinton hill

BASIC DATA FOR CLINTON HILL

	1950	1960
▶ population	25,400	25,250
white	24,550	12,500
non-white	850	12,750
▶ total acres (exec. streets)	277	
residential acres (exec. streets)	237	
▶ number of structures and dwelling units		
	structures	dwelling units
clearance blocks	89	269
rehabilitation blocks	854	2,966
conservation (major) blocks	1,849	4,634
conservation (minor) blocks	35	138
public housing units	0	—
▶ persons per acre (res.)	106	
▶ dwelling units per acre (res.)	33	
▶ number of commercial buildings	120	
▶ number of industrial buildings	43	
▶ schools	number	enrollment 1960
elementary	2	2,644
junior high	2	1,943
high	0	—
other public	0	—
▶ acres in parks and playgrounds	4	
▶ acres of vacant land	10	

Despite several decades of growth and change, most of today's Clinton Hill community reflects the architectural character of the early 1900's. The community, flanking both sides of a major east-west street (Clinton Avenue), consists generally of closely placed frame structures, many built as one-family homes. Originally, Clinton Hill was a "prestige" area, but population movements into and out of the community, the conversion of one-family houses into apartments, and the growth of rooming houses has tarnished that quality. It is, nevertheless, still a vigorous, residential neighborhood with firmly rooted civic, social, and religious institutions, possessing a distinct geographic and historical identity. Its selection as the locale for Newark's first rehabilitation renewal program is proof of the problems and possibilities of this neighborhood.

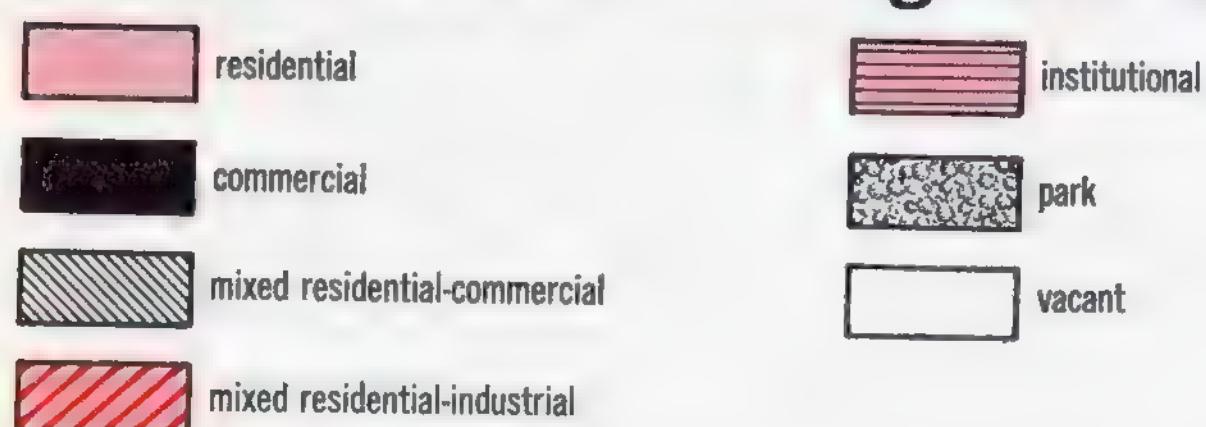
Approximately 25,300 persons live in this community which stretches westward from Peshine Avenue to the City line and from Avon to Hawthorne Avenue. Even though the general impression is one of overcrowded land, the many tree-lined streets contribute a suburban appearance. The quality of its residential structures improves as one

Low density residential area in Clinton Hill





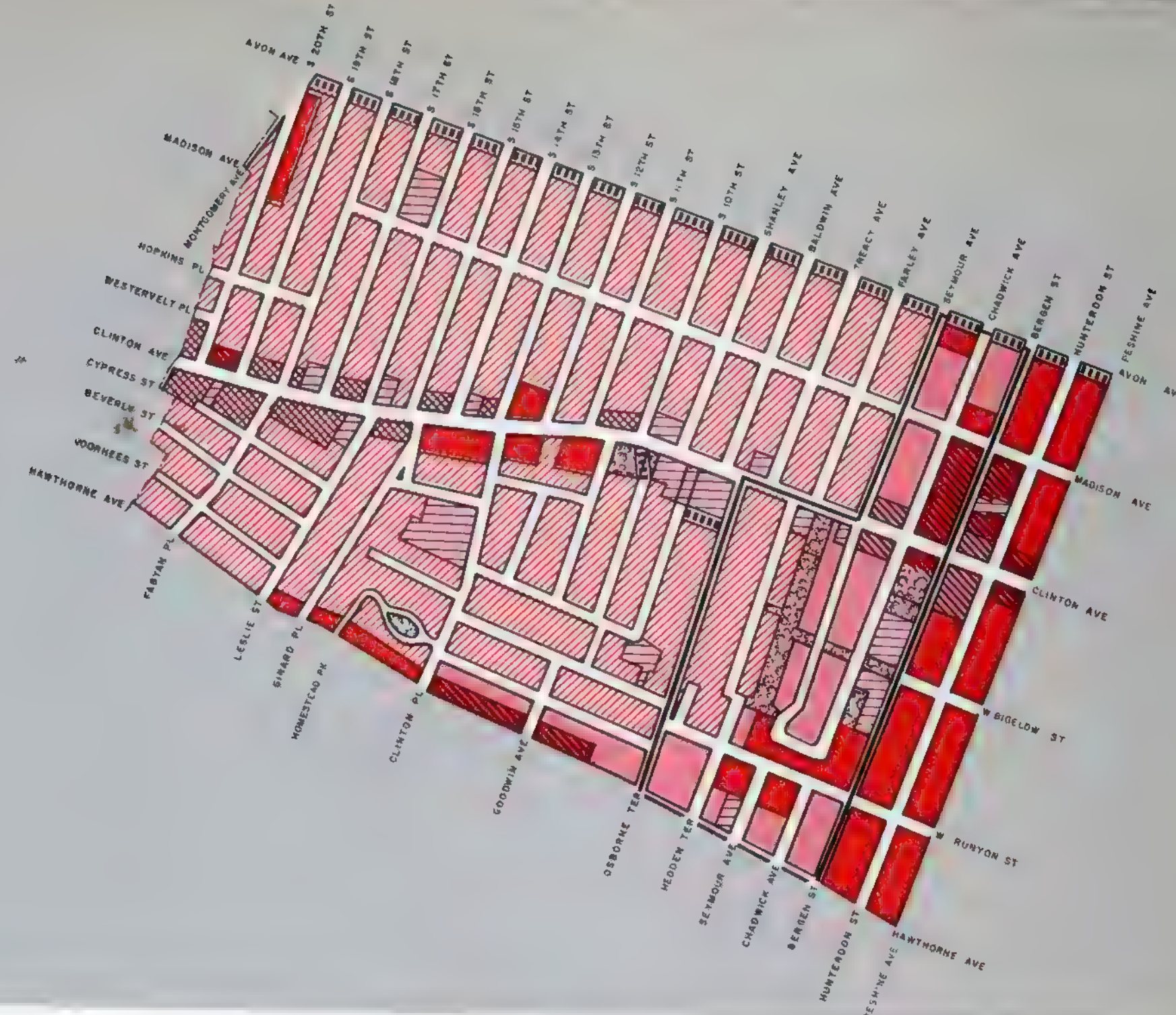
generalized existing land use



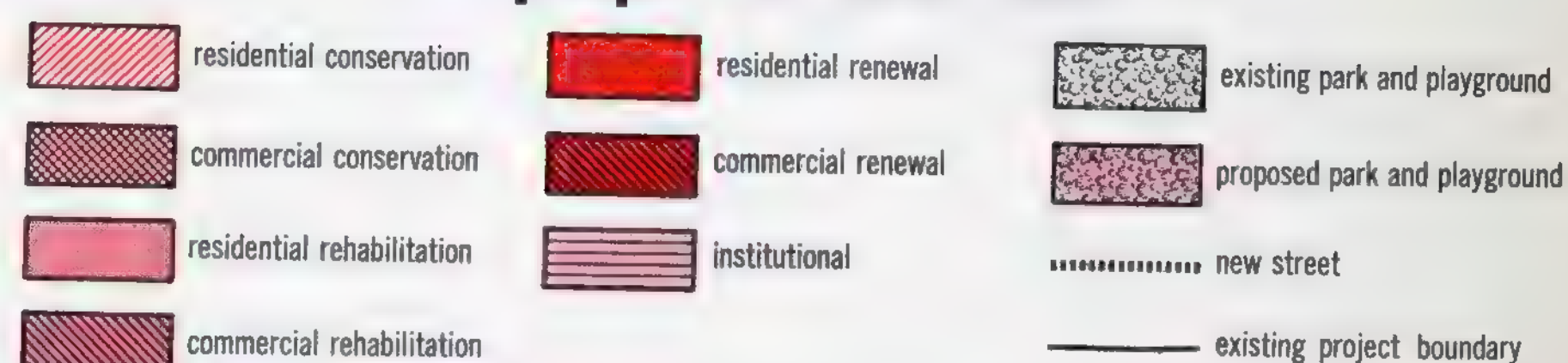
goes westward. A "typical" structure in Clinton Hill is a three-family house on a lot 25x100 sq. ft. with narrow side yards. As indicated in the table of basic data, 269 of its 8,007 dwelling units are located in blocks requiring clearance; 2,966 are in rehabilitation blocks; the remainder fall into the conservation class. The renewal effort here must be tied to the possibilities of structural rehabilitation and to the stemming of residential blight before it makes further inroads. Another closely related renewal effort involves acquiring additional parks and playgrounds. Clinton Hill falls short of the preliminary citywide recreation standards of three acres per 1,000 persons, established in the earlier phases of this Demonstration Study. A further major renewal consideration is the traffic problem caused by a substantial number of vehicles traversing the area, generally in an east-west direction. Private cars and trucks that crowd the streets intended for local access, introduce an element of blight which has a deteriorating effect on the community as a whole. This is particularly evident along parts of Bergen Street, Clinton, Avon, and Hawthorne Avenues.

major renewal plans for clinton hill

The Lower Clinton Hill Rehabilitation Project represents a joint Federal-City effort to improve the urban environment in a 14-block



proposed land use



area of this community. Because this program is one of the first which is essentially non-clearance in character, it will serve as a laboratory for the solution of such renewal problems. It should be of considerable interest for other cities faced with similar problems of housing and neighborhood deterioration. Successful action in the project area will, of course, have an immediate impact on the entire neighborhood. This Demonstration Study recommends a number of re-use and planning features for other parts of the community which, together with the current Lower Clinton Hill Project, should substantially upgrade all of the amenities of this rapidly changing residential neighborhood.

the lower clinton hill rehabilitation project

During 1957-58, the Newark Commission for Neighborhood Conservation and Rehabilitation, assisted by the Planning Officer, conducted detailed studies of the neighborhoods throughout the City considered then to be in need of rehabilitation. Early in 1958, the Lower Clinton Hill area was designated as a "pilot" rehabilitation project area. Shortly thereafter, the City of Newark, acting as the Local Public Agency, filed a Survey and Planning Application for the Lower Clinton Hill Urban Renewal Area. The renewal plan was designed to eliminate the sub-standard structural and environmental conditions in this area. Its main

features included:

1. A widespread encouragement of private structural rehabilitation and mortgage loan investment, utilizing all existing Federal, State, and City stimuli such as FHA 220 mortgage loans, financial aid to relocated families, housing and zoning code enforcement.

2. The demolition of residential and non-residential sub-standard structures too dilapidated for rehabilitation. The sites will be used for new residential development.

3. The construction of a 110-car parking lot to serve the Clinton Avenue shopping area (completed).

4. The development of a 3.5 acre park and tot's playground, and the construction of a pedestrian mall on West Bigelow Street from this park to the Bergen Street School playground.

5. The vacation of streets or parts of streets to eliminate through traffic in local residential areas.

This 14-block area has experienced a considerable, greater deterioration in the physical quality of its housing than have other sections of Clinton Hill. While the former remain essentially rehabilitation rather than clearance in character, there is a real danger that housing blight could spread westward and southward into the rest of Clinton Hill.

the bergen street-clinton avenue shopping area

The foregoing changes within the project area should be completed soon. In terms of a ten-year renewal effort, however, a number of longer range improvements are being proposed by this Demonstration Study. Some of the proposals which concern the project area are scheduled to commence after the present renewal program is completed. Others to take place outside the project area will be physically and functionally related to each other and to the desired development of the entire community.

One of the principal proposals concerns the expansion, modernization, and strengthening of the Bergen Street-Clinton Avenue shopping area. This relatively large shopping area is not "centered" in Clinton Hill (it is located in the northeastern segment of the community and falls within the project area); nevertheless, it serves a substantial number of local residents. The land-use map of this community (page 112) indicates that the Bergen Street-Clinton Avenue shopping area extends approximately one hundred feet inward along both sides of Clinton Avenue from Peshine to Seymour Avenues. This is the principle retail and service focus for Clinton Hill. Both the volume of sales and of sales generated traffic is generally heavy. It would be desirable to increase the depth of this shopping area along Bergen Street and to rehabilitate existing retail stores along Clinton Avenue. Development of such an integrated shopping center will involve the acquisition of land now occupied by essentially dilapidated residential and commercial structures. It would greatly strengthen a much-used retail area by providing freer traffic accessibility and more off-street parking area which would help to eliminate "strip" commercial development in other parts of Clinton Hill.

Directly to the south, it is recommended that the Bergen Street ele-

mentary school eventually expand its playground. This should be studied further after the completion of the present expansion of the auditorium and cafeteria wing. West Bigelow Street should be closed to traffic in accordance with current Lower Clinton Hill plans so that no vehicular traffic would impede the school connections.

other commercial area improvements

Two more shopping areas, locally oriented in Clinton Hill, deserve treatment during the next decade. These are the Hawthorne Avenue area between Osborne Terrace and Clinton Place and the westerly part of Clinton Avenue between South 17th and South 20th Streets. Both areas serve essentially local service needs (in contrast to the wider service range of the Bergen Street-Clinton Avenue area) and both contain some retail stores with residences above them.

Since Hawthorne Avenue constitutes a boundary between Clinton Hill and the Weequahic community to the south, it was necessary to consider both neighborhoods in formulating suggestions for this shopping area. Essentially what is proposed is the acquisition for commercial use of a small number of parcels fronting on Hawthorne Avenue. This acquisition of residential or mixed residential-commercial structures (generally marginal or dilapidated frame buildings) would strengthen the existing shopping facilities of this area by providing off-street parking and space to develop an integrated, more compact commercial center. The same approach would be used in the shopping area on Clinton Avenue between South 17th and South 20th Streets. The structures there, however, are larger; the volume of sales, considerably heavier.

The strengthening of all three shopping areas would have the important effect of focussing the neighborhood retail activity in relatively few places rather than allowing it to spread throughout the community. A logical and beneficial result would be the re-zoning of parts of Clinton Avenue from business to residential use. This could halt the kind of retail infiltration which ultimately blights an entire community; but, more than that, this emphasis on concentration would provide traffic relief from vehicular congestion and double parking in crucial areas. It would provide important off-street parking not now available to retail shoppers in Clinton Hill. Finally, these proposals would increase the total amount of neighborhood retail space in order better to accommodate the residents in the next decade.

new housing in clinton hill

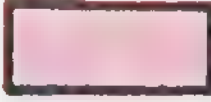
Effective renewal in Clinton Hill should include the construction of new multi-unit residential structures. Indeed, such an inherently desirable development should be encouraged over the next decade. Quick and convenient access to downtown Newark with its major shopping centers, entertainment, and cultural facilities are favorable factors. Potential investors in new construction will be heavily influenced by the City's programs demonstrating the effectiveness of the renewal accomplishments, i.e., the upgrading of the existing housing stock, the improvement of local shopping facilities, the creation of recreational

and park space, and the alleviation of excessive vehicular traffic and parking on local streets.

There exists a background of apartment house living in Clinton Hill. Currently over 1,000 families (approximately 11 per cent of all families in this community) live in 47 buildings with ten or more dwelling units. More than 600 reside in apartment houses of 20 or more dwelling

units. Moreover, it is unlikely that new, one-family homes will find a market in Clinton Hill during the next decade. On the other hand, a limited number of middle income private or co-operative multi-family units should find acceptance, especially if coupled with major neighborhood renewal. It is proposed, therefore, that approximately 300 to 500 dwelling accommodations in a variety of multi-unit structures be

clinton avenue — south 10th street area

-  existing block pattern
-  existing buildings
-  buildings removed



constructed in Clinton Hill during the next ten years. In terms of both Clinton Hill and city-wide income distributions, an average rental of \$25 to \$35 per room per month (below which private developers cannot be expected to build) appears to meet middle income housing needs. Approximately 15 per cent of all families now living in Clinton Hill could afford rentals beginning at \$100 per month for a 4-room apartment. This provides a middle income "market" of about 1,135 families in the Clinton Hill community, although considerably fewer families could be expected to seek such accommodations actively.

It would be premature to fix precise sites for the proposed middle income co-op or rental apartments in Clinton Hill. It is reasonable, nevertheless, to expect such development in areas where similar structures exist, i.e., along Clinton Avenue, generally between Seymour Avenue and South 16th Street. Row houses or garden apartments should also be considered between Bergen Street and Seymour Avenue. Both of these areas of Clinton Hill are close to shopping, community, and recreation facilities. Since these amenities are to be physically expanded, the increased population that may be expected as a result of apartment construction can be adequately served.

the provisions for open space

As indicated earlier, Clinton Hill, with only four acres of parks and playgrounds, is one of the neighborhoods in Newark most deficient in "open land." Measured against a city-wide standard of approximately

three acres per 1,000 persons, this lack is a severe one. It is for this reason that both the Lower Clinton Hill Rehabilitation Program and the proposals in this Study include provisions for new park and playground space. While the Program proposes a 3.5 acre park on the former Hebrew orphanage tract between Hedden Terrace and Seymour Avenue, this Demonstration Study suggests an additional recreational area if feasible, adjacent to the Bergen Street School. Together with community walkways, a total of approximately ten acres should be devoted to "open" space activities of both a passive recreational nature and the more active type. These additions will bring Clinton Hill considerably closer to the 26 to 30 acres of neighborhood parks and playgrounds considered adequate for the community.

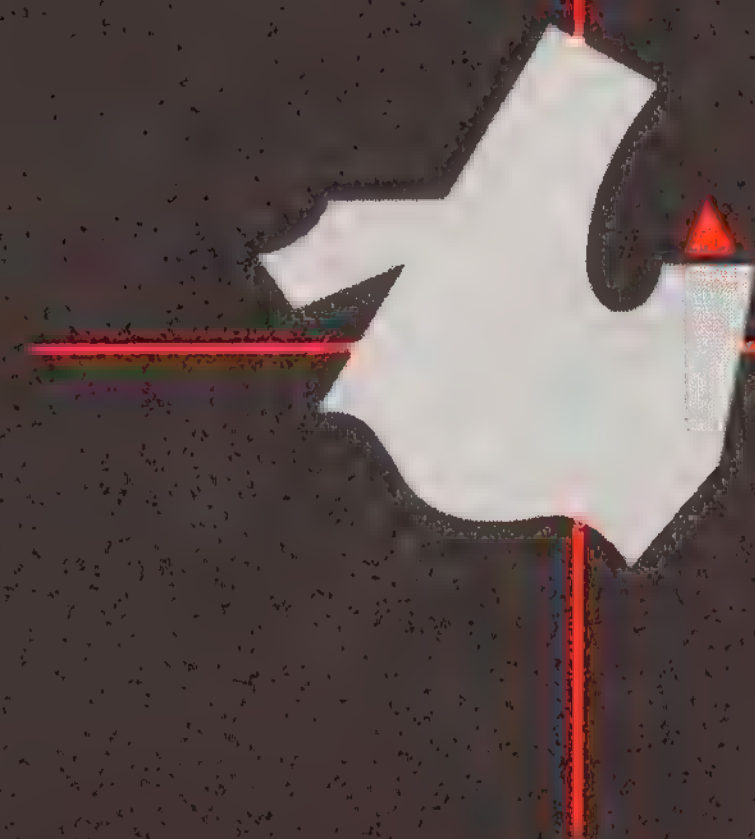
Another technique to provide additional open space, ease traffic movement, and create a firmer institutional setting in Clinton Hill, is presented in the accompanying sketch (page 114). On Clinton Avenue between Osborne Terrace and Nairn Place are a number of religious institutions and buildings; these offer possibilities for expansion and development which could have favorable repercussions on the entire surrounding area. In this particular neighborhood, the basic objective is to provide a much firmer "setting" for the church and synagogue fronting on Clinton Avenue. To bring this about, the following actions are proposed: close Van Ness, Ingraham, and Nairn Place to traffic directly from Clinton Avenue; create two small parks in this area; provide off-street parking to serve the religious institutions and the nearby stores on Clinton Avenue; and eliminate the bad "jog" created by South 10th Street and Ingraham Place by a more direct street alignment. With variations, these techniques can be utilized in other communities in Newark as shown by this Demonstration Study in similar proposals for Vailsburg, The Ironbound, and North Newark.

summary

These brief analyses of the City's 12 communities illustrate the individual diversity within an over-all similarity of community renewal needs. In order to develop a sound city-wide renewal program, it is first necessary to analyze the communities and neighborhoods. The city-wide program must reflect the neighborhood needs just as much as the neighborhood renewal reflects the city-wide needs. A broad renewal program offers many opportunities for improving and, if necessary, re-vamping the existing neighborhoods. It provides an opportunity for applying basic planning principles.

Apartment living on a main Clinton Hill thoroughfare





part III

methods and techniques

of a continuing ten year renewal program

9. criteria for delineation of residential renewal areas . . .

In its application to the Urban Renewal Administration for a Demonstration project, the City of Newark stated the following as two of the purposes of the project:

To develop criteria for the delineation of urban renewal areas in the City of Newark and to determine in each such area whether the most appropriate type of corrective or preventive action would be predominantly of a redevelopment, rehabilitation, or conservation nature.

To develop such criteria on an area-wide basis using techniques, to be developed in the course of the study, which rely primarily upon information and data of record, spot field tests, inspections, and other readily available materials, but excluding where feasible, large-scale structure-by-structure enumeration or mass visitations of a unit-by-unit type, so that dependable but inexpensive means can be devised for this phase of neighborhood analysis.

Most of the discussion in this technical section is focussed upon the explanation of techniques used in the neighborhood analysis. The selection of criteria, the development of an evaluative system, and the application of this system to areas of the City are the foundations of this urban renewal analysis.

criteria for residential areas

Two systems of criteria and evaluation had to be developed: one for residential uses; and the other for non-residential uses (Chapter 10). The criteria utilized in determining how adequate is a residential structure for human habitation are different from those employed in determining how useful is an industrial or commercial structure for efficient production or economical operation. Criteria to evaluate residential structures have been employed for many years, but are mainly concerned with sanitary and heating facilities and structural soundness. This chapter is devoted to the techniques, insights, and methods developed by the Demonstration Study in devising a system of criteria which utilizes readily available information. A detailed discussion of the wide range of possible criteria and the reasons for specific selections would be out of place, therefore, in this technical section.

Concurrent with the development of two systems of criteria is the designation of residential and non-residential areas in the City. The term "area," as used here, refers to any portion of the City, consisting of more than five blocks, intensely developed for a common land-use. Two predominantly industrial blocks in a residential area would not be considered a separate industrial area but a part of the larger residential area. When they are mainly in strip developments adjacent to residential areas, commercial developments have been included as part of those residential areas. The only area which has been isolated as a commercial area is the Central Business District. Thus, the City has been divided into "predominantly residential" areas and "predominantly industrial" areas (map, page 15).

development of criteria and penalty system for residential areas

Two different systems for evaluating the adequacy of residential structures were employed: the Composite Housing Condition Index, based on the 1950 Census of Housing and the Weighted Penalty Score Index, utilizing appraisal concepts and the City's appraisal records. Eventually discarded for a better system, the Composite Housing Condition Index was developed by the staff long before the availability of the more specific data of 1960 Census and was utilized as a "check" against other techniques developed by this Study.

a—composite housing condition index

Many cities in recent years have discovered that the 1950 Census of Housing contains the only data available for assessing the local condition of housing. In the 1960 Census, *Housing and Population Information by Census Tracts*, however, information on deteriorating as well as dilapidated housing structures should be available. It will be invaluable to cities having this type of Census breakdown. Even if additional and later information can be obtained, as in the case of Newark, the Census data remains an authoritative source for checking and supplementing other material. The present project made an attempt to devise an index of housing quality and of incidence of blight by block, using the Census data. The resulting product is identified as the Composite Housing Condition Index. Items in the Census were examined and three were selected as pertinent to the renewal problem:*

*A similar index was devised by the Philadelphia Redevelopment Authority "Summary Report on the Central Urban Renewal Area" (unpublished) April, 1956.

- a. Dwelling units having no running water or dilapidated;
- b. Dwelling units having no private bath or dilapidated;
- c. Dwelling units having 1.51 or more persons per room.

Generally, the residential areas were evaluated in terms of the residential penalty system and the non-residential in terms of the non-residential penalty system. In areas of extensive mixture of residential and non-residential uses, the future land-use, as indicated by the City's Master Plan, determined which penalty system should be applied.

The three items differ in their importance as a measure of dwelling unit blight. The simple cumulation of these factors on an equal weight basis was ruled out, because it was felt that this would penalize overcrowding too severely. Although to a large extent symptomatic of social and economic problems, physical overcrowding can be corrected by proper code enforcement. A differentially weighted scoring system with a maximum penalty of 20 points was applied. Since degree of dilapidation and presence of plumbing facilities were considered to be the major items relating to quality, they were weighted most heavily. Eighty per cent of the index, or a maximum of 16 points, was assigned to these two items.

It was felt that lack of running water was a more serious deficiency than absence of private bath; hence, the first item was assigned 10 points, the second 6. The remaining 4 points were assigned to the overcrowding factor. While the relative weights described may seem somewhat arbitrary, they represent the carefully considered judgment of those involved in the Study.

Once the weights for the three factors were established, points were assigned according to the degree of each existing condition. The type and arrangement of data made it practical to score the degree of the condition as a continuous function rather than as a system where additional points are assigned at arbitrary breaks in the degree scale.

Example — Block A

20% of the dwelling units have no running water or are dilapidated
Score — $.20 \times 10 = 2$ points

30% of the dwelling units have no private bath or are dilapidated
Score — $.30 \times 6 = 1.8$ points

25% of the dwelling units have 1.51 or more persons per room
Score — $.25 \times 4 = 1$ point

Total Score for Block A — 4.8 points

Since the Census information on the three items mentioned above was collected in Newark during 1949, it was 12 years old at the writing of this report. These data, moreover, refer only to dwelling units and do not consider the structure as the basic unit.

Two other Census items, indicating less directly the quality of housing, were considered: average monthly rent and average value for one dwelling-unit structures. These items, however, are a function of the size of the unit, structural materials, the quality of repairs, the neighborhood, market conditions, etc. It would be very difficult to standardize such data by block; hence, their inclusion might tend to distort the Index. The items were accordingly omitted.

The Composite Housing Condition Index was used for all blocks in the City which contained more than five dwelling units. We must emphasize that it becomes less useful when applied to a small area and may be seriously misleading when applied on a smaller-than-block basis.

Table 20 shows the distribution of Composite Housing Condition Index scores for the City. What these scores might mean in terms of specific urban renewal treatment was not fully analyzed. The following, however, might approximate such a breakdown:

Renewal Category	Score	Per Cent	No. of Blocks
A Conservation I	0	28%	506
B Conservation II	0.1-0.9	27%	499
C Rehabilitation	1.0-5.9	31%	573
D Clearance	6.0-18+	14%	229

Above all, the result of such a scoring system should concur with the common sense of experienced renewal planners, architects, and realtors. In the development of the Composite Housing Condition Index as well as in the development of the Weighted Penalty Scoring Index which is discussed below, thirty blocks within the City were picked for the purpose of checking the system's validity. These thirty blocks were initially selected by a member of the planning staff with thorough knowledge of housing conditions in Newark. He was instructed to select three sets of 10 blocks each and rate them according to their degree of blight. He was also instructed to use his judgment in assigning all blocks to one of four general categories: Minor Conservation (A), Major Conservation (B), Rehabilitation (C), and Clearance (D). The three sets of blocks were to be so chosen that those blocks of the same rank in each set would be located in different communities of the City.

These thirty blocks were then independently field checked by other members of the staff as to ranking and classification. The results of both evaluations were similar, except that the field checkers tended to place more blocks in the clearance category than in rehabilitation. Many blocks were so close as to cause some difficulty in rating one higher than the other. The rankings and classifications of these thirty blocks were then checked against the results achieved by scoring the same blocks according to the Composite Housing Condition Index. Rank correlation was made between the Composite Housing Condition Index and the field scored blocks. The ranking in both systems was close (.86). Thirteen of the scored blocks, however, fell into a different urban renewal classification than the field-checked blocks.

This high correlation results from the naturally high association of blighted elements. The correlation between the thirty blocks ranked by the Composite Housing Condition Index and the same blocks ranked by the Weighted Penalty Scoring Index is .78. This is an indication that different blighting components were considered in the two indices. The two do not correlate as highly as each does with field-tested blight. This is probably true of all the diverse indices for measuring blight

which are in use in various parts of the country. The problem becomes one of selecting that index which has the best predictive potential in delineating known blight.

An index similar to the one described in this section was first developed in Philadelphia. The Philadelphia index was tested against sixty-six sample blocks within a study area. The field checkers rated each block according to a scale range of ten points. The index was also divided into a ten point range. It was found that eighty per cent of the field scores were within one interval of the Housing Index scores, with thirty per cent of the blocks getting an identical rating by both methods. Only twenty per cent of the blocks differed by two intervals or more. It was felt in Philadelphia that considerable reliance could be placed on the Index as a basis for determining types of renewal programs applicable in each area.

TABLE 20 DISTRIBUTION OF COMPOSITE HOUSING CONDITION INDEX SCORE, BY BLOCK, CITY OF NEWARK

SCORE	PER CENT	NO. OF BLOCKS
0	28	506
0.1- 0.9	27	499
1.0- 1.9	11	205
2.0- 2.9	8	140
3.0- 3.9	5	101
4.0- 4.9	4	77
5.0- 5.9	3	50
6.0- 6.9	3	54
7.0- 7.9	1	25
8.0- 8.9	2	28
9.0- 9.9	1	22
10.0-10.9	7	17
11.0-11.9		18
12.0-12.9		12
13.0-13.9		12
14.0-14.9		11
15.0-15.9		11
16.0-16.9		16
17.0-17.9		2
18.0+		1
TOTALS	100	1807

Note: Index based on the 1950 U.S. Census of Housing.

b—weighted penalty scoring index

In 1957 and 1958, the City of Newark, through contract with a private firm, conducted a re-evaluation of all real property within the City. Investigation by the planning staff indicated that this data, collected for each structure within the City, would be of great value in the development of a system for evaluating the condition of residential, industrial, and commercial structures in terms of an urban renewal analysis. These data, furthermore, had the advantage of being up-to-date and being comprehensive for the City.

A number of attempts were made to re-assemble these data for planning office files by manual processes. These methods were found to be slow and inaccurate and did not solve the problem of the analysis of the data. It was finally decided to put all information onto I.B.M. punch cards and to tabulate the data by machine. This method proved to be by far the least costly in terms of personnel, time, and money, and probably the most accurate for renewal study purposes. The original appraisal process, the automatic data processing system, the resulting information, and the formulation and testing of the Weighted Penalty Score Index are discussed below. The information relevant to the evaluation of non-residential structures is presented in Chapter 10.

1. Real Property Appraisal Process

For this 1957-1958 re-appraisal of all property in Newark, each lot and structure within the City, with the exception of those properties which were tax exempt at the time of the survey, was visited appraised.*

Field Inspection

The field inspection of each property was the first step used in recording the information necessary to estimate the land and building value. The field operations of the appraiser consisted of:

- (1) indicating descriptive information on individual property record cards for each parcel of land;
- (2) measuring each principal building and accessory building, and entering the dimensions;
- (3) preparing an additional property card for each additional principal building on the same lot or parcel;
- (4) preparing an outline ground plan of the buildings and other improvements;
- (5) inspecting the exterior and interior of the building and entering required information on the property record card as to building type and use, construction, walls, finish, plumbing, heating, physical maintenance condition, and actual age, if obtainable, or estimated age.

Entries on each property record card included: the address of the property, the owner's name, the block number or designated area within the city, and lot or parcel number. The individual cards were grouped together in folders by blocks.

Appraisal of Land

The main steps in appraising land were:

- (1) land was classified according to use;
- (2) market data was gathered and recorded;
- (3) qualified opinions of land market value were sought and recorded;
- (4) differing market data and qualified opinions were reconciled to establish a tentative unit land value;

*Tax exempt properties include all land or buildings owned by the City of Newark, the State of New Jersey, the Federal Government, such local tax exempt authorities as the Newark Housing Authority, and all properties assessed by the State Board of Assessors (principally railroad property).

- (5) unit land values for various property classes in each urban community or district were reviewed and correlated;
- (6) the final unit front foot, acreage, and square foot values were established;
- (7) individual lot and parcel values were determined through the application of unit foot values adjusted for depth, corner influence, shape, and size.

Appraisal of Structures

In this re-appraisal of the City's real property, all factors of relative values, such as the cost of replacement, the market prices, income from the property, were given consideration and assigned an appropriate weight.

The following procedures determined the replacement costs: (1) Examinations of typical structures in different sections of the City showed that there were sufficient basic similarities in building type and construction to permit classification into sixteen groups or classes of buildings; (2) Variations in the construction and size of structures within such groups are reflected by the unit replacement costs attached to the different building classes. The base unit replacement costs, expressed in dollars per square foot of ground area or per cubic foot, are based on average prices of materials, labor, and other construction items in Newark as of January 1, 1957.

The total replacement cost for each particular building was multiplied by the final *net condition percentage* to give the "*net depreciated value*" of the building. The net condition percentage is a combination of depreciation and obsolescence as was determined from the recorded information on the property record card, as well as from the standards developed to meet local conditions. The replacement cost of any building was set as the maximum limit of allowable value. Deductions made from this value covered the estimated losses from all causes between the date of construction and the date of assessment.

The depreciation which takes place during the life of a building is chargeable to a variety of causes. As soon as a building is constructed, its materials begin to deteriorate through wear and the effects of climate. Unless a reasonable amount of maintenance is provided, the building depreciates at an accelerating rate. Even with normal maintenance, there is a factor of irrecoverable loss. This type of depreciation is designated as "physical or age depreciation." There are other losses, just as real as physical depreciation, which result from entirely different causes. These losses are classified under the term of "obsolescence." Both concepts are discussed in this Chapter.

Physical depreciation factors were applied to the replacement cost to arrive at a preliminary value. Then, any factors for special economic obsolescence were applied to the preliminary value to arrive at the current "fair value." The process of calculating was simplified by working in percentages. When totaled as the final net condition percentage and applied to the replacement cost, it gave the current fair value.

Physical Depreciation

Physical depreciation consists of normal depreciation due to age,

modified either upwards by the increased value of major alterations, additions, or modernization, or downwards by the decreased value of an especially poor physical condition.

Actual age, when adjusted to account for the improvements, is termed effective age. Alterations would include such major additions or architectural improvements as external design, interior partition arrangement, interior trim, heating, plumbing, wiring, and lighting fixtures.

Where major alterations or modernization are of obvious advantage to the building, the percentage of appreciation is determined by estimating the probable increase either in sales price or in life expectancy. The cost of any alteration or modernization, however, does not necessarily indicate the true enhancement or added advantage. Proper judgment must be exercised in estimating how much the "effective" age of the structure was reduced from its actual age.

Three main methods were available for determining the effective age of a building. Since each produced substantially the same results, the method used depended upon the type of data available.

Multiply the actual age by the cost of modernization or alteration and divide by the calculated replacement cost. Then subtract this amount from the actual age:

$$\text{Effective Age} = \frac{\text{Actual Age} - \text{Actual Age} \times \text{Cost of Remodeling}}{\text{Replacement Cost}}$$

Multiply the actual age by the replacement cost before remodeling and divide by the replacement cost after remodeling:

$$\text{Effective} = \frac{\text{Actual Age} \times \text{Replacement Cost before Remodeling}}{\text{Replacement Cost after Remodeling}}$$

Estimate the percentage of the structure which has been replaced or modernized. Take that percentage at the number of years from the date of remodeling, and the balance at the number of years from the original date, and calculate an average of the years. (Appendix Table 1)

After determining the effective age, the particular building was categorized by building class and exterior wall type. Appendix Table 2 indicates, by type of wall construction, a depreciation percentage which when subtracted from 100% gave the *net depreciated condition percentage*.

An additional consideration in determining final depreciated condition was the level of maintenance of the structure. This was judged by observation in terms of a four-value scale: Good, Normal, Fair, or Poor

In estimating the physical condition of a building, the actual age of the building was taken into consideration. For example, a very old building must be in conspicuously poor condition *relative to similar buildings of the same age* to be classified as in "Poor" physical condition. For buildings in "Fair" physical condition, a special depreciation deduction of 5 per cent was made. For buildings in "Poor" physical condition, a special depreciation deduction of 10 per cent was made. "Good" and "Normal" ratings received no special deduction. This penalty, together with obsolescence, was subtracted from the net depreci-

ated condition mentioned above to achieve the final net depreciated condition.

The maximum depreciation due to effective age was limited to 70 per cent where the building was in "Normal" condition and to a maximum of 80 per cent when the economic value had diminished to the point where the building had a very limited use due to its poor condition. Economic obsolescence added from 10 to 90 per cent in those cases where the economic value had diminished to the point where the building was no longer usable. The total accrued depreciation in excess of 70 per cent applies where an abnormal physical or economic condition existed — if such condition required special depreciation deductions — or where there was economic obsolescence above the normal structural depreciation (to a maximum of 90 per cent).

Obsolescence

In addition to physical depreciation, obsolescence must be considered before determining the *final* net depreciated value of a building.

Obsolescence is a devaluation additional to that caused by physical depreciation. Such loss may be traced to one or more causes, such as: improper location which, because of land values, results in over or under-improvement; altered neighborhood conditions, arising from changes in use, population, or shifts in business; or to lessened demand for certain classes of non-residential buildings causing an oversupply and/or other unfavorable economic conditions.

Uniform guides have established measurements for these factors. The majority of obsolescence deductions were applied by building classes, building groups, or location areas. In individual cases, economic obsolescence may occur because of some condition peculiar to a particular property. In such cases the guides were modified, depending upon the judgment of the appraiser.

- (1) Obsolescence resulting from location of houses and tenement or apartment buildings.

Location obsolescence of residential buildings was determined by an analysis of the characteristics and comparative property values in different areas. Determination of the extent of location obsolescence involved the following steps:

- identifying specific valuation areas
- analyzing their special characteristics and circumstances
- appraising the extent of the influences of their special characteristics and circumstances
- establishing the schedule of percentage obsolescence due to varying location conditions.

The "areas" are not meant to represent social communities or neighborhoods, but rather the effect different locations have on the relative values of similar types of residential structures. Individual houses and tenement or apartment buildings located near dump yards and industrial plants or mills producing obnoxious odors, vapors, noise, or dust, or in swampy or flood locations, were given an additional location obsolescence deduction ranging from 5 to 20 per cent.

- (2) Obsolescence caused by over-improvement of one- and two-family structures.

This situation arose where the excess cost of higher improvement over the normal or proper improvement was not justified by the location of the property. The ratio of the depreciated building value to the land value afforded a *measure* of the amount of over-improvement. In properly developed neighborhoods, the ratio of the value of improvements to the land value (of a normal-sized lot) tends toward a common level for similar use properties. In newly subdivided or outlying sections of the City, any over-improvement was applied on individual cases and *not* by the guide listed in *Appendix Table 3*.

- (3) Obsolescence caused by over-development of mansion-size one-family residential buildings.

This arises from lack of demand or market for such buildings due to high income taxes, shortage of domestic help, and inability to convert the structure to more economic use because of zoning restrictions, or structural design of the building. The extent of over-development may best be determined from the difference between market value and the depreciated replacement cost. It appears that the larger the house the greater the amount of obsolescence. Appendix Table 4 applies only to mansion-size residential buildings, located in one-family zoned areas which are neither broken up into multi-family units nor used for commercial purposes.

- (4) Obsolescence caused by under-improvement of individual house and tenement or apartment building.

This arises from shifts in commercial, industrial, and residential uses, resulting in the residential buildings being on lands zoned for uses having substantially higher than average residential land values in the City. The extent of under-improvement may best be determined from the relationship between the value of the land and the land utilization. (See Appendix Table 5.)

- (5) Economic obsolescence of apartment buildings of four stories or less.

Income analysis and sales comparisons indicated that buildings of this type, if they are three stories or over in height but lack elevator service, have a loss in value. The third story and above can not be rented economically because people won't climb stairs. Appendix Table 8 contains a guide which was followed in establishing uniform obsolescence deductions based on the number of stories without elevator service.

- Theater buildings.

Income analysis and sales comparisons indicated, according to the survey, that theater buildings have a loss in value due to the influence of television and outdoor theaters. It was found that the latter had a marked effect on theater admission receipts. Appendix Table 9 contains a guide which was followed in establishing uniform deductions for this form of obsolescence.

- Factory or Mill Buildings.

A structural and sales analysis indicated that factory or mill-type buildings have a loss in value due to economic or functional obsolescence. This is caused by an oversupply of vacant or semi-vacant multi-story mill-type buildings which are not readily adapted to modern

industrial use.

This analysis also indicated that the amount of obsolescence increases with the number of stories in the mill-type buildings and also varies with the class of building. Appendix Table 10 contains a guide which was followed in establishing uniform allowances for economic or functional obsolescence of multi-story industrial buildings.

- Office buildings of more than four stories.

A study of these building-types indicated that there was a loss in value due to one or more of the following conditions: inadequate elevator facilities, poor functional layout, comparatively poor business location, lack of those modern facilities available in other buildings, poor public transportation, and inadequate parking. The effect of these inadequacies is usually reflected in the average square foot rental, with the more desirable office space commanding the highest square foot rental.

Downtown office buildings above four stories were classified into five categories, representing the degree of functional or economic obsolescence from these inadequacies.

The Class A Office Buildings are those which, located in or near the center of the downtown business area, are functionally adequate; provide fast and efficient elevator service to all floors; contain modern office facilities for rental; and are generally considered to have a high-class tenancy.

The office buildings designated as Class B, C, D, or E suffer obsolescence from one or more of the listed inadequacies, and in the lower classes usually represent an over-improvement of the site. Appendix Table 11 contains a suggested guide which was followed in establishing uniform deductions for these obsolescences.

- Mixed stores and offices in downtown locations.

Income analysis and sales comparisons indicated that buildings in these classes, from two to eight stories in height, have a loss in value because some of the upper floors are not economically rentable. These buildings are almost always located in the downtown high land-value areas, and usually do not have more than 2,500 square feet of ground area.

This loss in value is due to a combination of physical deterioration and economic obsolescence. In many cases, the potential rent for the upper floors would not increase the net income of the building sufficiently to compensate for the loss of rentable ground floor area which would be needed to improve the access to the upper floors.

In order to establish the amount of obsolescence applicable to these buildings, the appraiser first estimated the "effective" height of the building by ascertaining the number of floors which could be rented profitably. In most of these buildings, floors above the fourth are not profitably rentable. The farther that the building is located from the downtown area, the more limited is the use for the second and third floors.

Those buildings, over two stories in height and lacking elevator service, received the preliminary obsolescence deduction described for the classes located in any area in the City.

The guide in Table 12 was suggested when establishing uniform allowances for economic or functional obsolescence based on the number of stories without elevators in buildings located in the downtown high land-value areas. This guide was also used for buildings which have inadequate elevators. A freight elevator located in the rear of the building where no access corridor exists on the first floor added little value to the upper floors, unless the upper floors could be used by the ground floor tenant. Appendix Table 12 represents the maximum obsolescence applicable to these buildings when located in downtown areas where land value is high.

2. Data Processing

About 55,000 appraisal records were filled out as part of Newark's real property appraisal survey. These cards were grouped into about 2200 blocks. Three different "Property Record and Appraisal Cards" were used: residential, commercial, and industrial. A tax-exempt card, such as for state or federal property, usually contained no information other than address, block, and lot number.

After selecting from the appraisal cards whatever information was applicable to the needs of the Demonstration Study, this information was punched into IBM cards. Each IBM card contained information selected from an appraisal card, which in turn represented a single building or vacant lot in the City of Newark.

The primary identifying characteristics of each card were the block and lot numbers. When more than one building stood on a lot, there were separate numbers for each building. In addition to these identifying numbers, each card contained the following information:

Lot Area—This was usually listed by one or more sets of dimensions. If more than one set of dimensions occurred on a lot (as on an irregularly shaped lot), each additional set was listed on a supplementary punch card together with the primary identifying numbers. Each supplementary card is referred to as a trailer card. This system was devised solely to facilitate the punching operation. If the area of the lot was given in total square feet, as occurred occasionally, this was punched directly on to the card with an "x" overpunch in the last column of the field. The lot area information was punched only on the principal building card of a multi-building lot. If trailer cards were necessary, these were supplementary to the principal building card. On cards representing additional buildings, this column was punched with zeros.

Building Class Number—These numbers refer to *use of the building*, and not necessarily to the use of the land. A total of 40 such uses are shown in Appendix Table 13. The categories generally refer to type of construction and degree of fire resistance.

Building Class Letter—Appears immediately following the building class number and refers to the type of exterior wall construction. This affects the base replacement cost and the depreciation rate as calculated from Appendix Table 2. Not all building class numbers have a separate "letter identification," since the number sometimes includes only one wall type.

Number of Stories—Half-story heights were rounded off to the next higher whole number.

Construction (Physical) Age—The number of years from the time of construction to the present. This was usually secured from the person interviewed at the time of the appraisal. If no person was present, if the age was unknown, or if there was reason to suspect that the person interviewed had given an erroneous age, the age was estimated or sometimes the effective age was modified to be more in keeping with what the appraiser thought was accurate. Occasionally, this age was secured from deeds or other existing records.

Effective Age—The meaning of this term was explained in the preceding section. Normally, effective age should always be lower than construction age. Due to the inaccuracies of construction age, mentioned above, this was not always the case.

Number of Dwelling Units—Includes both vacant and occupied dwelling units.

Number of Rooms—Applies primarily when dwelling units are present.

Plumbing Fixtures—No information was available on the condition or quality of plumbing fixtures. Information was available, however, on the number of plumbing fixtures in each structure. This has been grouped into the number of three-fixture units (sink, toilet, and bath), two-fixture units (sink and toilet), and single-fixture units (sink or toilet) in each structure. An additional column has been added for an item on the residential card indicating "none" (no plumbing) or "water only."

Heating—No information was available on the condition of heating equipment, but information was gathered on the type of heating equipment or lack thereof. A mark in the "none" (no heat) item on the commercial and industrial property record card received a "one" punch on the heating column of the punch card. (This item is not included on the residential card). A mark after "stove" on the commercial and industrial card, or "stove or unit heater" on the residential card, received a "two" punch. A mark on either card after any of the heating types which indicate central heating, received a "three" punch.

Occasionally a structure will have central heating on the first floor and unit heaters on the upper floors. The original records indicate this fact with a mark after both items, one mark usually being a two (2), meaning second floor. Such a condition received a "four" punch on the heating column of the punch card.

Depreciation—Net Condition

Obsolescence—Net Condition

Final Net Condition—This and the preceding two items are expressed in percentage form (rounded off to the nearest whole per cent). The meanings of these items were explained in the previous section. Though final net condition is a composite of the first two items, depreciation and obsolescence were listed separately because of their distinct difference and because of the importance of these two percentages in later structure evaluation.

Building Value—The final net depreciated value of the building expressed to the nearest whole dollar. Where more than one building is present on the same lot, the combined value of all buildings on that lot is punched on the principal (or first) card for the lot. Trailer cards for the remaining buildings have the individual values punched with an "x" overpunch on the last column of the field. "Values" include the assessed value of both the major building and any accessory buildings. This method of expressing building values has some operational inadequacies, but was designed to facilitate key punching.

Land Value—Expressed to the nearest whole dollar and found only on the principal (or first) card for each lot. An "x" punch in the last column of this field indicates that the entire card refers to a building or lot which is tax exempt.

Building Area—This indicates ground area of the building and is punched separately for each building. The ground area of accessory structures is not included in this figure.

The IBM punch card design (page 125) indicates by a schematic diagram the general layout of data and the number of columns devoted to each field.

For city-owned tax exempt properties, all information available was punched onto cards in the same manner as that described above. Normally, this information included only the building classification number and lot area, the assessed value of the building, and/or land. These assessments have different relative "values" from that determined through the appraisal survey. All tax exempt properties of this nature were punched with an identifying "x" overpunch in Column 61. No information was available on state-owned or taxed properties; hence, they are excluded from this system.

After the cards were key punched, they were interpreted by machine and the numbers printed on two lines on the top of each card.

A commercial service bureau did all key punching and interpretation in about six weeks, at a cost of approximately \$5,000.

Key verification of the punch cards was undertaken on a 10 per cent sample basis. It was felt that the use to which these cards were to be put did not warrant the large additional expenditure for 100 per cent key verification. The cards were further verified manually by the staff of the Central Planning Board.

3. Calculations and Tabulation of Punch Card Data

Calculations and tabulation of the data were designed to achieve three major goals:

A fast and reasonably accurate method of weighting various criteria of blight in order to assess the relative structural conditions on a block-by-block basis throughout the City. The Weighted Penalty Scoring Index, discussed below, was incorporated in these calculations;

A fast and reasonably accurate method of finding, on a block basis, other data which are relevant to urban renewal;

A means of deriving City totals for such descriptive information as land uses, land and building values, and number of dwelling units

and structures.

For the first two purposes, the basic geographic unit of tabulation was the block which could be combined into neighborhood, community, and city-wide groupings. The use of block fronts as a unit of evaluation was found to be impractical for this part of the project.

In addition to the physical and environmental weighted penalty scoring systems, which will be explained later, the following calculations were derived from the punch card data:

Simple averages and percentages by block.

- (1) Average number of stories
- (2) Average construction age
- (3) Average effective age
- (4) Average depreciation net condition percentage
 - (a) for residential and mixed commercial-residential buildings
 - (b) for commercial and industrial buildings
- (5) Average obsolescence net condition percentage
 - (a) for residential and mixed commercial-residential buildings
 - (b) for commercial and industrial buildings
- (6) Average final net condition percentage
 - (a) for residential and mixed commercial-residential buildings
 - (b) for commercial and industrial buildings
- (7) Total building value
 - (a) for residential and mixed commercial-residential buildings
 - (b) for commercial and industrial buildings
- (8) Total square feet of building area
- (9) Total land value
- (10) Total square feet of land area
- (11) Total number of dwelling units
- (12) Per cent of the various types of heating facilities found in residential and mixed commercial-residential buildings
- (13) Per cent of residential and mixed residential-commercial buildings of below average construction grade (based on the last two digits of the building classification number)
- (14) Per cent and number of apartment, commercial, and industrial buildings without fireproof construction

Cross tabulations and calculations by block

- (1) Averaged difference of the construction age and the effective age (to determine relative differences between blocks in regard to alteration and modernization)
- (2) Average number of rooms per dwelling unit
- (3) Average number of dwelling units per residential and mixed residential-commercial structure
- (4) Average number of dwelling units per acre of land containing dwelling units (dwelling unit density)
- (5) Average building value per square foot of building area
- (6) Average land value per square foot of land area
- (7) Per cent of total block area covered by buildings (building density)

BLOCK NUMBER	1	
BLOCK LETTER	2	
LOT NUMBER	3	
BUILDING NUMBER	4	
LOT	5	X PUNCH SECONDARY BLOCK IDENTIFICATION CARD 9 COLUMN FIELD
	6	
	7	
	8	
AREA	9	X PUNCH 11-18 TOTAL SQ. FT. COLS.
	10	
	11	
	12	
BUILDING CLASS NUMBER	13	X PUNCH (DIMENSION TRAILER CARD) 19 COLUMN FIELD
	14	
	15	
	16	
BUILDING CLASS LETTER	17	
NUMBER OF STORIES	18	
CONSTRUCTION AGE	19	
EFFECTIVE AGE	20	
NUMBER OF DWELLING UNITS	21	
NUMBER OF ROOMS	22	
PLUMBING	23	
	24	
	25	
	26	
HEATING	27	
DEPRECIATION	28	
OBSOLESCENCE	29	
FINAL NET CONDITION	30	
BUILDING VALUE	31	X PUNCH (NON-ADD TOTAL BLDG. VALUE INCLUDED ON 1ST BLDG. CARD)
	32	
	33	
	34	
LAND VALUE	35	X PUNCH TAX EXEMPT PROPERTY
	36	
	37	
	38	
BUILDING AREA	39	
	40	
	41	
	42	
DISTRICT	43	
COMMUNITY	44	
SECTOR	45	
	46	

sample i.b.m. card

- (8) Per cent of land area devoted to major building classification types
 - (a) residential
 - (b) commercial
 - (c) public and semi-public
 - (d) industrial
 - (e) improved open space (and agricultural)
 - (f) vacant
- (9) Per cent of structures in major building classification types
 - (a) residential
 - (b) commercial
 - (c) public and semi-public
 - (d) industrial
 - (e) vacant improved open space (and agricultural)
- (10) Per cent and number of total residential structures by wall construction type
 - (a) frame
 - (b) masonry

Cross tabulations by City totals

The following items were tabulated for the entire City by building classification categories.

- land area
- land value
- building value
- dwelling units
- structures

These calculations and tabulations were performed by a commercial service bureau at a cost of about \$3,000. Due to the magnitude and complexity of the calculations, the work was done as one operation on an IBM 650 magnetic drum computer. The computer first combined the block data into three summary output cards per block. City totals were combined into a set of cards, each of which represented a building classification category. These output cards were then interpreted and final reports were printed from them. No attempt was made to prepare a separate printed listing of the individual lot and building information from the main set of punch cards. Since the cards are filed at the Central Planning Board it was felt that the printed interpretation on the top of each card would suffice when such specific information is desired for further studies.

Because of possible loss or damage to punch cards continuously removed from files, and of the difficulty in reading the interpretations of a series of cards, a printing of all cards in separate books is highly recommended.

A note on error involved in these data

It must be emphasized that errors in the data could occur during two principal steps in the gathering and processing procedures. First, there is reason to believe that a certain amount of error was contained in the Appraisal Survey. Some inaccuracies were uncovered by the Division of Assessment, Department of Finance, for whom the ap-

praisal was undertaken, and additional errors were identified by the Planning Staff in various checks made while assembling the data for automatic processing. Second, errors occurred during the key punching process. Complete verification of all key punching was not undertaken due to the high cost involved. The punching was key verified, however, on a 10 per cent sample basis. The amount of error uncovered was not sufficient to invalidate the statistical results of the universe.

The block and lot number identifications were fully verified by hand. Any obvious errors on the cards were corrected. The cards were then machine checked as to double punching, missing punches, incorrect high punches, and for block sequence purposes. All possible corrections were made before the calculation work proceeded. Other mispunched cards were rejected by the computer during the calculation process.

The City totals of two major elements of the data have been checked against known figures: (a) The appraisal survey showed about 134,000 dwelling units in the City as of 1957. The U. S. Census of Housing in 1960 reported 135,924 housing units in the City for 1960. (b) The appraisal survey showed a total City area of approximately 25.5 square miles, including all property and water areas. The Master Plan of 1947, showed 25.7 square miles.

If the average error found in these two measurements remains true for the entire study, it will be well below the acceptable five per cent.

4. Weighted Penalty Scoring Index

General Approach

One of the main goals of the punch card analysis was to devise a fast and relatively accurate method of weighting various criteria of deterioration and blight in order to assess the relative conditions on a block-by-block basis throughout the City.

The system developed through the Demonstration Study was limited to the application of those criteria which could be tested from the data available on the punch cards. The principal effort was to quantify and weight these criteria for the highest possible correlation with what had been determined by experienced independent judgment in the field. The practical result was a fast method of determining necessary types of urban renewal treatment, and of delineating areas for treatment. Because of the quantity of data involved, the time and accuracy of hand scoring would have proven inoperable.

The scoring index is divided into two general categories: structural criteria (those relating solely to the individual structures), and environmental criteria (those relating to the block as a geographic unit).

In the scoring system, penalties were assigned for factors which lead to blight. The higher the score, therefore, the more deteriorated or blighted the structure on the block.

Structural Penalties

The data on the punch cards relevant to condition of structure are the depreciation percentage, obsolescence percentage, final net condi-

tion percentage, heating facilities, and plumbing units. As has been pointed out earlier, the depreciation and obsolescence percentages (and their combination-final net condition percentage) include a wide variety of structural deficiencies. The final net condition percentage alone is probably one of the best composite indices of blight which can be developed.

Initial testing of the final net condition percentage was made by comparing this percentage with structures in the few selected redevelopment areas which had been inspected and classified into conservation, rehabilitation, or clearance categories by the field staff of the Newark Housing Authority. This comparison showed that low final net condition percentages were almost always associated with structures identified by the Housing Authority, as in the clearance category. Relatively minor discrepancies occurred because individual buildings with higher net condition percentages were sometimes found in this category. The most obvious explanation for these differences is that some standard buildings within a clearance area would have to be removed in order for redevelopment as it is now conceived to be accomplished.

It was generally determined that final net condition percentages which fell below 35 per cent almost always were connected with clearance structures. It will be remembered that physical depreciation stopped at 70 per cent (Appendix Table 2). This is the equivalent of a 30 per cent final net condition if other factors are not included. The appropriate time for clearance, therefore, would seem to be shortly before the end of what might be called the depreciation cycle. Thus, from both sources, 34 per cent or below seemed to be a reasonable clearance level. Weights given to the various final net condition percentages are listed in Table 21.

As yet unaccounted for, were structures which had higher final net condition percentages but were classified on independent inspection as clearance units. In order to compensate for this variation, the factors of heat and plumbing were added to the system. If a structure had a net condition percentage higher than clearance and yet contained basic deficiencies in plumbing and heating, generally it was re-categorized as clearance.

The only information available on plumbing was the total number of fixtures per dwelling unit. Adequate plumbing was determined to mean three plumbing fixtures per dwelling unit (normally a sink, toilet, and bathtub). Such a condition received no penalty points. For each fixture missing, five penalty points were applied. No running water (which occurred rarely) gave an addition 5 points, for a maximum of 20 points in this section of the Index. (Table 21). The Index, of course, does not measure the *type* or *condition* of fixtures present. Nevertheless, it was believed to offer a reasonably good picture of the structure's plumbing situation.

The presence or lack of central heat was the sole criterion used in the heating section of the Index. Since few residential structures built in Newark during the last 30 to 40 years were not supplied with central heat, this criterion was believed to be a good indicator. No heat

at all in a structure (which occurred very rarely) received the maximum penalty of 15 points. The presence of unit or space heaters (which might be as good a measure of blight as no heat) received ten points. Central heat on only one floor scored five points. Full central heat received no penalty.

TABLE 21 WEIGHTED PENALTY SCORING INDEX FOR RESIDENTIAL DETERIORATION OR BLIGHT IN INDIVIDUAL STRUCTURES, CITY OF NEWARK

Final Net Conditions		Plumbing	
Per Cent	Weight	No. of Fixtures Per D.U.	Weight
0-19	60	3 or more	0
20-24	50	2-2.99	5
25-29	45	1-1.99	10
30-34	40	.99 or less	15
35-39	35	no running water	20
40-44	30		
45-49	25		
50-54	20		
55-59	15		
60-69	10		
70-99	0		
		Heating	
		Type	
		central heat	0
		central heat (one floor only)	5
		unit heaters	10
		no heat	15

The final step involved was to develop the Index on a block, rather than a structure, basis. Individual errors tend to cancel each other when the scores are aggregated on a block basis. Two different block calculations were devised: the *average* structure penalty score within the block, and the *percent* of structures in the block with penalty scores above the estimated clearance level (40 points). This structural block score was combined ultimately with the environmental penalty block score discussed below.

Environmental Penalties

It is quite clear that the condition of a block is determined by individual structure deficiencies as well as the deficiencies which relate to the whole block.

Three important environmental criteria could be determined from the punch card data: building coverage, incidence of non-residential uses, and per cent of mixed residential and commercial uses within the block. All three of these factors were weighted about equally, and the three together, on the average, amount to about one-half of the total weight for physical deficiencies. This differential weighting stood up under testing procedures, and it is approximately the same differential as that devised by the American Public Health Association.

These three criteria are perhaps not the most crucial, and they are by no means the only indicators of environmental blight. They are, however, among the most generally used in current practice and, as has been mentioned, were available immediately for use. The weighting

TABLE 22 WEIGHTED PENALTY INDEX FOR SCORING RESIDENTIAL DETERIORATION OR BLIGHT WITHIN BLOCKS, CITY OF NEWARK

—BUILDING COVERAGE—			
Per Cent Coverage	Number of Stories by Weight		
	1.0-2.4	2.5-5.4	5.5+
0-29	0	0	0
30-30	2	3	4
40-49	4	5	6
50-59	6	8	13
60-69	10	13	16
70+	13	16	20

—NON-RESIDENTIAL LAND USES—					
Per Cent Non-Residential (Comm. & Indus.)	Average Net Condition by Weight (Commercial & Industrial)				
	80-100	60-79.9	40-59.9	20-39.9	0-19.9
0	0	0	0	0	0
.1-4.9	2	3	4	5	6
5-9.9	3	4	5	6	7
10-14.9	4	5	6	7	8
15-19.9	5	6	7	8	9
20-24.9	6	7	8	9	10
25-29.9	7	8	9	10	11
30-34.9	8	9	10	11	12
35-39.9	9	10	11	12	13
40-44.9	10	11	12	13	14
45-49.9	11	12	13	14	15
50+	12	13	14	15	16

—MIXED USES—

(Area of Mixed Uses as per cent of total area of mixed and residential uses)

Per Cent	Weight
0	0
.1-4.9	2
5-9.9	4
10-14.9	6
15-19.9	8
20-24.9	10
25-29.9	12
30-39.9	14
40-49.9	16
50-69.9	18
70-100	20

systems are partly arbitrary, but represent the best judgment of the Planning staff. (Table 22).

1. Building Coverage

The weights for building coverage were adapted from the standards set by the American Public Health Association. Building coverage (ground area) is modified by the average number of stories in the block, in order to obtain a better measure of the actual situation.

2. Incidence of Non-Residential Land Uses

This is the per cent of land area in the block devoted to commercial and industrial uses. Since certain non-offensive commercial or industrial structures would tend to have less of a blighting effect than others, the average final net condition percentage for commercial and industrial structures in the block has been included as a modifying factor in the penalty system.

These measurements of environmental blight were applied only to blocks which were predominantly in residential land-use. It is apparent that they would be meaningless on predominantly commercial or industrial blocks.

3. Incidence of Mixed Uses

If a mixed commercial-residential structure had more than one dwelling unit and was two or more stories in height, it was classified as a "predominantly residential structure" in determining the incidence of non-residential uses. Quite clearly, a great many of these in one block would tend to give less validity to the scale. For this reason, plus the fact that mixed uses are one of the most important land-use problems in Newark, a scale was devised to measure the per cent of mixed commercial-residential land area of the total residential-plus-mixed area.

Validating and Applying Weighted Penalties

The Weighted Penalty Scoring Index is best used when it combines the block average technical score with the block total environmental score. The estimated clearance level of the combined index is 50 points. This Index, calculated for every residential block in the City, was applied to those blocks in residential areas.

An end product of a scoring system such as this should be reasonably sound statistically. But there are obvious weaknesses to any system based on individual observations and subjective value judgments. These weaknesses are partially disguised by the seeming objectivity of a statistical approach. The fact that block data are the product of only one observer, and that biases result from the duplication of penalties, are two examples of possible flaws. To this must be added the additional error discussed earlier in this Report. Since the Demonstration Study does not presume to be the basis for detailed project design, these limitations are not too serious at the level of detail undertaken.

In validating the Weighted Penalty Scoring Index, the same thirty blocks were utilized which were discussed in the section on the Composite Housing Condition Index. The rankings and classifications of

these thirty blocks were then checked against the results of the structural and environmental Weighted Penalty Scoring Index. Two of the sets of blocks compared almost perfectly with the field rankings and classifications; the third differed by a slight amount.

Analysis of the scores after tabulation indicated that the factor of non-residential-uses in the environmental score detracted from the validity of the remainder. For this reason, the following analysis is based on an environmental score containing only two criteria: building coverage, and incidence of mixed land usage.

Rank correlation was used to find the degree of association between the office-scored ranking and the field-testing ranking of the thirty sample blocks. Rank correlation is a fast and acceptable method of finding the degree of association between sets of numbers when no numerically equivalent values are available. The correlations are interpreted in much the same way as linear correlations, but it must be emphasized that the correlations are of rank and not of numerical value. Higher rank correlations are much more common and appear even when the ranks seem to be considerably out of order. This is because numerically close rankings are often arbitrary. The large discrepancies in ranking are by far the most important, and the coefficient of the rank correlation (Rho) is a function of the *square* of the difference between the sets of rankings.

The coefficient of rank correlation (Rho) for the scored rankings compared with the known rankings was .945. This extremely high correlation shows an excellent degree of association. The correlation using the technical index alone was .935. When the incidence of non-residential uses was included in the environmental score, the correlation was .932 or slightly below the technical index alone. This meant that the environmental score alone (using all three components) had Rho of .885. It was expected that this should fall lower than the others.

By correlating the block per cent of structures scoring over 40 points, Rho was .927. This is lower than the average score correlation, indicating that the latter is a somewhat better measure, probably because it tends toward the mean of structure deficiency scores, rather than concentrating at the extremes.

The final net condition percentage correlated higher than any single component of the Index (Rho=.912). This was in line with the previous assumption that the final net condition percentage was one of the best available single indices of blight.

In the comparison between the office-scored rankings and the field-tested rankings, using the completed Index (Rho=.945); only four of the thirty office-scored blocks fell outside the field-designated renewal treatment categories (Table 23). These were mostly borderline cases, except perhaps in the clearance category, where different value judgments played a major role in the discrepancy.

Table 23 shows the average per cent of clearance associated with the four renewal categories of the thirty blocks. Based on the per cent of structures whose penalty scores were above 40 points (essentially

TABLE 23 COMPARATIVE ANALYSIS OF THIRTY SAMPLE BLOCKS BY WEIGHTED PENALTY SCORING INDEX AND FIELD TESTING

Block No.	—Rank— Field Office Tested Scored	Total Penalty Score	Struct. Penalty Score	Envir. Penalty Score	Per Cent 40 & Over	Aver. newal Clear- ance Per Cent	Re- newal Treat- ment Cate- gory
669	2	1	7	7	0	0	0 A (Minor Conservation)
742	4	2	16	16	0	0	
4177	3	3	16	16	0	0	
686	1	4	19	19	0	0	
3003	7	5	22	20	2	0	2.6 B (Major Conservation)
3004	5	(A)*6	24	24	0	0	
735	11	7	24	24	0	0	
527	13	8	24	22	2	0	
718	9	9	25	23	2	0	
558	8	10	27	27	0	18	
3039	6	11	27	25	2	5	
762	10	12	28	26	2	0	
3024	14	13	29	29	0	0	
421	16	14	34	29	5	7	
3020	15	15	36	30	6	19	22.7 C (Rehabilitation)
491	12	(B)*16	42	33	9	23	
2587	19	17	42	32	10	18	
29	18	18	44	28	16	17	
483	20	19	45	37	8	38	
205	22	20	47	35	12	37	
2558	23	21	50	44	6	73	
229	28	22	50	42	8	66	71.0 D (Clearance)
204	17	(C)*23	53	37	16	36	
232	21	(C)*24	55	38	17	45	
881	26	25	59	51	8	90	
116	24	26	60	43	17	70	
2510	29	27	71	39	32	45	
2553	30	28	76	55	21	93	
253	25	29	79	53	26	95	
236	27	30	81	55	26	97	

*Indicates renewal treatment category which was derived from field testing.

clearance), it expresses well a basic premise that the renewal categories were derived as a function of the amount of clearance indicated by the score. This premise actually signifies the existence of a continuum of conditions ranging from "no clearance" to "total clearance" (A to D). Thus the breakdown into four renewal treatment categories is made for purely practical reasons.

Much more analyses must be undertaken before the validity of the cut-off points separating the types of renewal treatment can be firmly established. The per cent of clearance structures in each category as

well as the field tested ranking of blocks are important guides to the establishment of renewal categories. It would be incorrect, nevertheless, to ascribe a numerical precision to the difference between borderline cases of conservation-rehabilitation quality or rehabilitation-clearance quality. For example, in mapping each block by its penalty score (fold map, last page) it was found more realistic to include the scores between 30 and 34 in the conservation category rather than in the rehabilitation group as shown in Table 23.

TABLE 24 DISTRIBUTION OF WEIGHTED PENALTY INDEX SCORES, BY PREDOMINANTLY RESIDENTIAL BLOCKS OF NEWARK

Scoring Range	Number of Blocks	Sample* Per Cent	Universe (City) No. Blocks	Average Per Cent Clearance	Per Cent of Total Blocks	Renewal Category
0-9.9	11	5	66	0	21	A
10-19.9	35	16	210	0		
20-29.9	49	22	294	3.5	22	B
30-39.9	50	23	300	12.0		C
40-49.9	38	17	228	34.1	40	
50-59.9	18	8	108	60.2		
60-69.9	9	4	54	69.5	17	D
70-79.9	7	3	42	83.0		
80-89.9	4	2	24	93.7		
90-99.9	0	0	0			
Totals	221	100	1326			

*Based on 17 per cent random sample.

Note: This distribution of blocks differs from that in Table I which counts all blocks within specified treatment areas. In this table each block, regardless of location, is classified by treatment category.

Limitations of Weighted Penalty Scoring Index

There are several difficulties in adapting data, originally assembled for the purpose of real property appraisal, to land-use planning analysis. First, the organization of material and the break down of categories, into residential, commercial, and industrial, does not always agree with desirable land-use breakdowns. The break-down for residential properties, however, is adequate for land-use analysis. There is often a difficulty in the distinction between industrial and commercial uses; for example, repair stations are listed under commercial uses yet may be more desirable as an industrial category. Detailed analysis and sub-totals in summation can obviate, at great expense, this problem. Difficult problems are encountered in distinguishing the various types of commercial activity—such as local, specialty, and regional. A unique problem is that of mixed commercial-residential structures. In some cases these structures must be counted as residential structures and in other cases as commercial structures. Careful thought must be given in the formulation of desirable computations for all possible grouping of this data to achieve what is desired.

Another problem is the selection of the lot as the unit. This presents difficulties when a lot contains more than one building, all of which are not necessarily of the same use type. Since our punch cards contained lot dimensions only on the principal cards, it was impossible to allocate to these other structures, especially when they were of a different use, their share of the lot. Consequently, there is some margin of error in acreage totals by land-use category.

Still another problem arises from the concept of locational obsolescence. In the original appraisal, locational obsolescence depreciated the value of structures located in undesirable, out-dated, or inappropriate areas. Thus, one thing which the Study hoped to establish was already included in the appraisal data. While this fact did not alter the area delineations, it might have proven valuable to have been able to check structural obsolescence against neighborhood obsolescence.

10. development of criteria and penalty system for non-residential areas . . .

Because the economic life of any community is dependent on its non-residential structures, the identification and evaluation of blight among commercial and industrial buildings was considered as important in Newark as the determination of residential blight. With its excellent transportation facilities and favorable geographic location, Newark has long been an important industrial and commercial center. Many industrial and commercial establishments are either deteriorated or obsolescent; as a consequence, it has become imperative for the City to help rebuild and conserve its industrial and commercial resources.

It is also increasingly necessary to identify those non-residential structures which can no longer adequately meet the needs of industry and commerce because of changing technology. Many existing factory buildings were designed to accommodate more primitive industrial production processes and, with the advent of technological changes, have become obsolete. Changes in methods of distribution, principally increased shipping by truck instead of rail, have caused locational obsolescence. These factors of obsolescence, coupled with deterioration, have caused inadequacy in Newark's non-residential structures.

previous studies of non-residential blight

Intensive studies of non-residential blight have been conducted in Detroit and St. Louis*, and the conclusions were closely examined for their applicability to this Demonstration Study. As explained below, the criteria and methods of both studies had limited application to Newark.

st. louis study

The St. Louis study utilized six broad categories of criteria: building features, building appurtenances, building condition, building occupancy, site features, and environmental features.

Building features and building appurtenances were defined by the following conditions: access to public streets, type of construction, age of structure, base floor area, dirt floors, overloading of floors, inadequate ceiling heights, inadequate means of egress, lack of fire escapes and fire protection devices, lack of central heating, lack of elevators

**Industrial Renewal*, Detroit City Plan Commission, Detroit, Michigan, March, 1956.

Measuring Deterioration in Commercial and Industrial Areas, City Plan Commission of St. Louis, Mo., 1957.

in multi-story structures, inadequate elevators, lack of a safe water supply, lack of proper sewage disposal facilities, lack of natural gas facilities, and inadequate electrical wiring. Building condition criteria evaluated general maintenance, rodent infestation, and poor condition and maintenance of utilities. Building occupancy evaluated uses differing sharply from intended use, existence of nuisances, insufficient sanitary facilities, fire hazards, non-conforming zoning uses or non-conformity to land use plan, and lack of flexibility for conversion.

Site features evaluated excessively small or poorly shaped lots, inappropriate topography, inadequate rail facilities, insufficient traffic lanes, inadequate or deteriorated street paving, lack of curbs and gutters, inadequate street lighting, inadequate sidewalks or sidewalk maintenance, lack of public transit or major traffic artery within 1,000 feet, lack of public water supply and sanitary sewage system, and high degree of mixed land uses. The environmental category included a vitality index which considered desirability of the area for type of use, trends in new construction or improvement, vacancy ratio, and number of firms requiring more floor space or land.

detroit study

The Detroit Study established three basic categories of criteria: physical condition, environmental factors, and economic factors.

Physical condition evaluated type of construction, number of stories, age of structure, inside and outside physical maintenance of structure, and non-conformity to building, health, and fire codes. Environmental criteria evaluated the adequacy of public services, off-street parking and loading, streets, harbor, docking, rail and truck facilities; nuisance elements originating within and outside the site, topography, overcrowding of buildings on land, mixture of inharmonious land uses, building uses in violation of zoning ordinance or master plan, poor housekeeping, high crime or delinquency rate in the area, lack of adequate living facilities for employees within convenient traveling distance, lack of worker recreation space and facilities, and poor public relations with people in the neighborhood.

Economic criteria consisted of indices of vacancy, decline in property value greater than the average for buildings of same type, high incidence of tax delinquency, actual utilization inferior to original use intended by the quality of construction, absence of new construction in area if land is available, building obsolete and not adaptable to modern operation, and poor location in relation to customers and

supplies. After field testing, the economic criteria, other than existence of vacant structures, were eliminated.

Both the St. Louis and Detroit studies utilized field surveys, but only a portion of the non-residential structures of each city were surveyed. St. Louis conducted a special Demonstration Project for the sole purpose of conducting further research on non-residential deterioration; but only certain industrial areas of St. Louis were selected for structure-by-structure review. The Detroit study did not consider commercial facilities in its field survey, and analyzed only industrial structures in existing industrial concentrations.

procedure in newark

An analysis of the property appraisal records indicated that they would be of value in determining industrial and commercial blight within the City of Newark. Much of the same basic information obtained from appraisers' records for residential structures could also be obtained for non-residential structures. For commercial and industrial properties, however, additional information on economic and functional obsolescence was available. Theoretically, this obsolescence evaluation relates the given type of structure and construction to the economic trends affecting the particular use or industry. A brief review of the details of the information for non-residential structures follows:

Depreciation, as indicated in the description of the appraisal system, incorporates a series of structural and maintenance characteristics:

Effective age of structure, which is the actual age adjusted downward for alterations, additions, and modernizations;

Quality of construction: good, average, fair or low grade;

Current quality of maintenance in terms of condition;

Type of structure: store, office, theater, industrial, etc.;

Obsolescence.

The adequacy of a building for modern production, distribution, or service was calculated as an obsolescence percentage. The obsolescence percentage varied by type of structure. Stores were considered obsolescent if they were three stories or more in height and lacked elevator service. All theater buildings were considered obsolescent. (This judgment was based on the general depression in the industry caused by competition from television and drive-in theaters.) The degree of obsolescence varied with the type of construction. Office buildings over four stories in height were considered obsolescent when the following conditions were found: inadequate elevator facilities, poor functional layout, comparatively poor business location, lack of modern office facilities which are available in other buildings, poor transportation facilities, and inadequate parking. Combination stores and offices from three to eight stories in height in the downtown district were considered obsolescent if they had a high vacancy rate on their upper floors.

The resulting final net condition percentages were tested for their validity as an evaluative index for non-residential structures. As in

the testing of the residential scoring methods, twenty predominantly industrial blocks were chosen at random for field evaluation and for comparison with the final net condition block average for industrial and commercial structures. These blocks were grouped into two sets and were ranked individually, through field investigation, as minor conservation, major conservation, rehabilitation, or clearance. Correlation between field ranking and final net condition for these two groups and the entire series of twenty blocks, were so low as to discourage the utilization of the final net condition as the sole indicator of required urban renewal treatment. Attempts to utilize other factors with the final net condition scores, such as average building value, coverage, average number of stories, per cent of non fireproof buildings, average age, condition of residential structures when present, did not affect the correlation sufficiently to encourage their utilization for renewal analysis.

The failure of the final net condition percentage to reflect the renewal needs of a block to the degree desired in this urban renewal analysis, is probably due to the fact that even within a block, individual industrial structures are subjected to many factors which lie outside its particular street, area, or even city and region. On the other hand, housing conditions tend to approach an average because they are usually of the same quality and age and are subjected to the same pressures from area and population. Industrial structures, however, may be affected by the general economic condition of each particular industry in terms of its regional or national condition, as well as its particular competitive position, the nature of original construction, and the type of industry. The fact that a structure is not necessarily tied to one type of industry and could be utilized for several different uses further complicates this problem.

field survey of selected industrial areas

Since the data collected for the appraisal system reflected the value of industrial structures in relation to industrial and real estate market conditions, it proved useful for urban renewal analysis. Because of the importance of evaluating areas of industrial dilapidation, all areas containing concentrations with final net conditions below 60 per cent were selected for a field survey. It was believed that by this method, the majority of industrial problems in urban renewal would be investigated, although there might not be a full program of treatment designation for all industrial areas. It was found, however, that the results of this survey could be applied to all industrial sections of the City.

The block scores for the levels of clearance, rehabilitation, and conservation, through the judgment of the renewal staff, were set as follows:

Clearance	2.50 and over
Rehabilitation	2.00 to 2.49
Conservation	0.00 to 1.99

The field survey, conducted by car, evaluated all industrial structures and all commercial structures by the following penalty system:

Construction: (this item obtained from appraisal information)

Type of Building	Age	Penalty
Multi-Story Masonry Warehouse	under 15	0
Multi-Story Skeleton Warehouse	35 and under	0
One-Story Masonry Industrial Building	35 and under	0
One-Story Masonry and Light Steel Industrial Building	all	0
One-Story Skeleton Industrial Building	all	0
All-Steel Quonset Hut	all	0
Multi-Story Masonry Industrial Building	15 and under	0
Multi-Story Skeleton Industrial Building	35 and under	0
Multi-Story Masonry Warehouse	16-35	1
Multi-Story Skeleton Warehouse	over 35	1
Frame Shed	25 and under	1
One-Story Frame Industrial Building	35 and under	1
One-Story Masonry Industrial Building	over 35	1
Frame Industrial Building, Two or More Stories	25 and under	1
Multi-Story Masonry Industrial Building	16-35	1
Multi-Story Skeleton Industrial Building	over 35	1
Multi-Story Masonry Warehouse	over 35	2
Multi-Story Mill Type Warehouse	all	2
Frame Industrial Building, Two or More Stories	over 25	2
One-Story Frame Industrial Building	over 35	2
Frame Shed	over 25	2
Multi-Story Masonry Industry Building	over 35	2
Occupancy		
Fully Occupied		0
Partially Vacant		1
Vacant		2
Number of Stories		
1-2		0
3-4		1
5-6		2
Condition		
Good		0
Fair		1
Poor		2

Average scores were computed for each block from the individual structural scores. To this was added an environmental score also computed on a block basis:

Conflicting Land Use (presence of residential structures)	
None	0
1 to 25% of Block	1
26% or more of Block	2
Off-Street Parking	
Adequate	0
Inadequate (depending on degree)	1-2
Off-Street Loading	
Adequate	0
Inadequate (depending on degree)	1-2
Overcrowding of Land	
None	0
Overcrowding (depending on degree)	1-2

The correlation between the net final condition block score for non-residential buildings and the scores from the field test was .571. This correlation is not as high as might be desired for predicting on a city-wide basis the required renewal treatment of non-residential areas. Lacking a better indicator, however, it was felt that this score could be utilized to a limited extent. Therefore, through the construction of a least square graph, the net condition scores for industrial structures in predominantly industrial blocks, averaged by block, can be related to clearance, rehabilitation, and conservation as follows:

Clearance	52.9 and below
Rehabilitation	53 to 69.0
Conservation	70 plus

the industrial-residential peripheral conditions analysis

An evaluation of conflicting land use between industrial and residential areas was deemed necessary for The Ironbound community. Circumstances of location and extensive nearby industrialization set this community apart from other areas of the City. Not only is The Ironbound bounded by the major industrial district of the City, but land use within the community is predominantly industrial. This industrial predominance required a technique which would yield comparative information on the existing relationship between industry and housing at those points where major residential land use merges with major industrial land use. The Industrial-Residential Peripheral Conditions Analysis was designed as a further criterion in the delineation and priority choice of industrial and residential renewal project areas, and in the program for other renewal treatment action. Portions of the periphery which exhibit an unusually high and unsound conflict between industry and housing are highlighted for remedial action, while those portions which exhibit a sound rela-

tionship are appropriate for conservation steps to preserve and improve the existing stability.

procedure

The periphery was divided into "segments" of continuous industrial land use and into segments of broken or mixed land uses. The employment of segments avoids the cumbersome description of boundary portions by numerous street names and provides the basis for a comparative evaluation. The periphery itself was determined by a combination of factors which took into account existing unalterable land use patterns and desirable future land use patterns through mixed use areas where changes were practicable and necessary. The resulting boundary represents a cohesive residential land use pattern which avoids any tenuous projection of single residential blocks into the surrounding industrial land use districts.

Four known or readily available industrial characteristics were plotted on a land use map overlay within a depth of approximately 200 feet of the periphery. These characteristics consisted of:

1) Dilapidated industrial buildings. This data was furnished by the city-wide structural condition evaluation developed by this Demonstration Study.

2) Non-conforming industrial uses within the industrial zoning surrounding the periphery. The types of industrial operations involved were furnished by Sanborn Maps and/or the City Directory.

3) Industrial nuisance factors. Nuisance factors were determined by a special field survey on a human sensory receptor basis only. These nuisance conditions were found to consist mostly of pronounced odors and noise.

4) Scattered or non-conforming industrial uses within the residential blocks flanking the periphery. Lot-by-lot land-use maps readily yielded this information.

A penalty count of one point was assigned to each occurrence of the above four characteristics. In some instances a single industrial

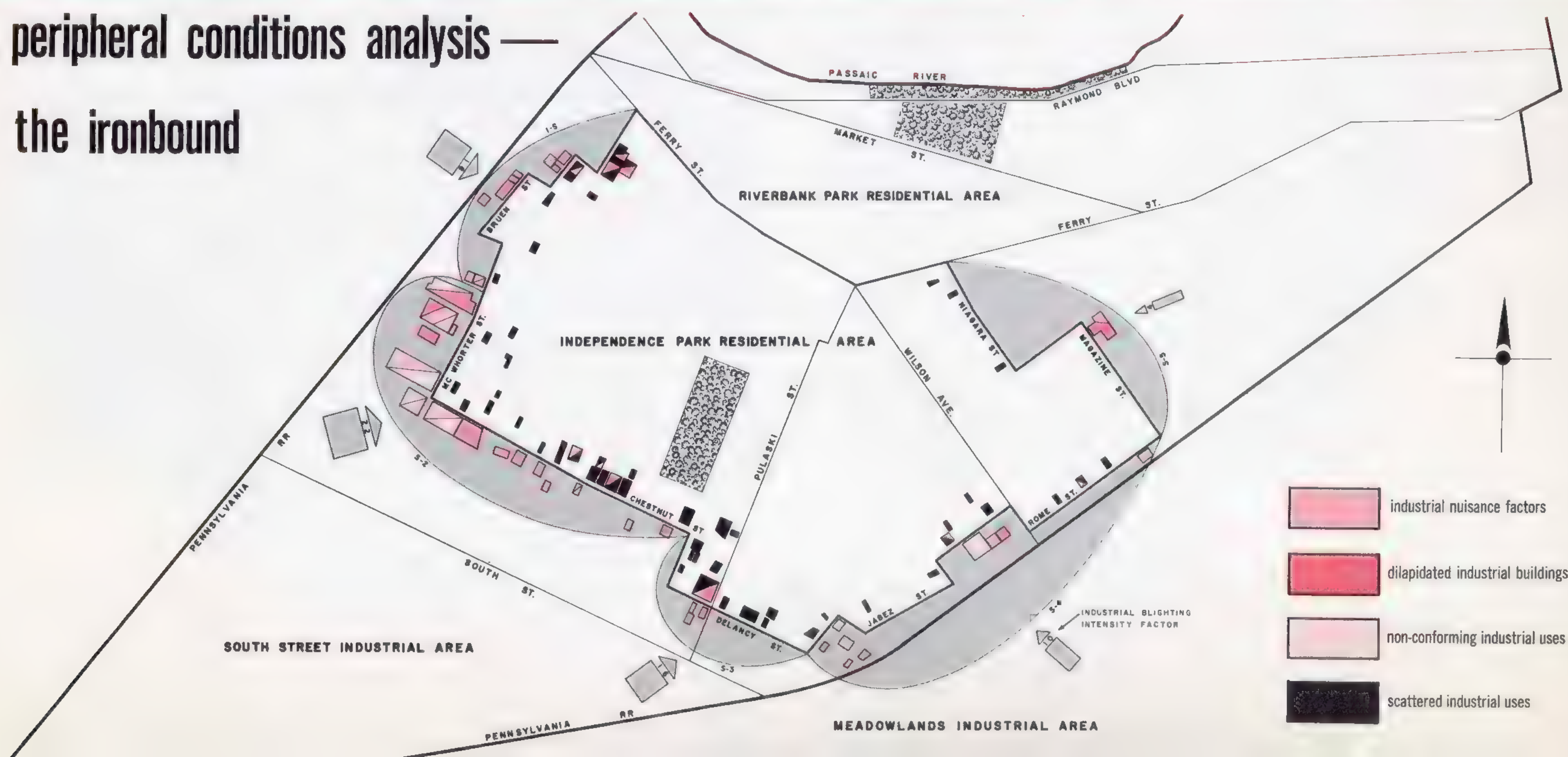
operation received more than one penalty, depending on how many characteristics were exhibited. Each of the five segments was divided into units of 50 feet. The total number of units for each segment was then divided into the total penalty count for each segment, resulting in an "Industrial Blighting Intensity Factor." The scores for each segment, from 1 through 5, were, respectively: 18, 22, 16, 10, and 4. These factors are intended only as proportional numerical values; the plotting itself of the four industrial characteristics provides a graphic picture of existing adverse peripheral conditions which can be evaluated easily.

While the use of only these four industrial characteristics does not cope with other complex factors involved in any given industrial-residential land use relationship, limitations of the data were minor. It was assumed that certain adverse conditions such as industrial traffic dispersion, or employee parking on residential streets, were of a constant or equal intensity throughout. These assumptions were based on a general knowledge of the area. On the other hand, there is every reason to assume that certain other industrial characteristics vary directly with those already established for each segment. A scientific measurement of industrial air pollutants, for example, would probably disclose that added offenses are occurring at just those peripheral segments which already exhibit a high intensity of conflict.

The application of the findings of this analysis are reflected in the delineation of The Ironbound Southwest Project Area discussed in Chapters 2 and 8. In general, the occurrence of high industrial blighting intensity factors correlated closely with existing deteriorated housing conditions; a low factor count, with sound housing conditions. It was objectively determined that a relationship exists between adverse industrial characteristics and deteriorated housing.

The use of this technique need not be limited to the somewhat uncommon land use pattern of a community surrounded by industry. It may also be applied to a linear, or "industrial corridor," pattern of land use common in other cities.

peripheral conditions analysis — the ironbound



11. aesthetic and architectural considerations . . .

Beauty, harmony, and visual satisfaction are elements which an urban renewal program should consciously introduce into residential and other types of neighborhoods. A number of methods of achieving these elements were considered in the First and Second Interim Reports. This chapter summarizes the experiences and results of an aesthetic evaluation survey and develops a number of techniques for the use of small vacant lots and unnecessary street areas.

aesthetic evaluation survey

This phase of the Demonstration Study developed a set of aesthetic criteria in order to score each block in Newark against these standards. The purpose was twofold: first, to aid in the selection and delineation of clearance, rehabilitation, and conservation areas; secondly, to make available methods and techniques for other cities engaged in urban renewal programs.

The First Interim Report presented the framework for a detailed analysis of an environmental and aesthetic survey of Newark. The system of classification, description, and scoring incorporated more than 30 elements which affect the appearance of a residential city block. Subsequently, a scoring sheet for use by field surveyors was developed (page 137). For illustrative purposes, one street was scored, with no. 1 referring to the left side of the street and no. 2 to the right. The block score was obtained by dividing the frontage "total" by the number of items evaluated. Under this method, the lower the score, the more visually pleasing is the block.

Streets in those areas classified as rehabilitation were marked for aesthetic investigation. It was felt that a thorough examination, block by block, should be carried out in certain neighborhoods, and that a method of "spot" analysis should be devised for other areas. The team of field surveyors was secured from among architecturally trained, technical personnel. A training conference was necessary to initiate and orient the team with the application of the criteria.

the pilot study and suggested changes

In order to test the validity of the scoring system and the ability of the surveyors to grade each factor quickly and effectively, a pilot study was undertaken. The results of the sample proved to be an excellent guide in judging the effectiveness of the original procedure and in the improvement of its weaker features.

Because it is based heavily on subjective reactions to visible elements, it soon became apparent that an aesthetic evaluation would be difficult. The number of factors was complicated by elements of transitory influence (such as traffic, parking, and schedules for street cleaning). Since the categories of non-conforming uses and mixed-uses

Name: Hunterdon St.		STREET SCORE		Name: Hunterdon St.	
W. Runyon St.		AESTHETIC EVALUATION		W. Runyon St.	
# 1		NEWARK, NEW JERSEY		# 2	
1.80	SCORE	Item	Rating Spread	SCORE	1.55
Hawthorne Ave					
THE STREET					
Score	0	1	Plan	0-3	1
	2	2	Width	0-4	2
	1	3	Surfacing	0-10	3
	2	4	Lighting	0-2	4
	1	5	Sanitation	0-10	5
	4	6	Landscaping	0-7	6
	3	7	Utility Poles	0-5	7
	13		Total		8
TRAFFIC & PARKING					
	0	8	Auto Density	0-4	8
	0	9	Other Types	0-6	9
	0	10	Traffic Signs	0-4	10
	0	11	Street Parking	0-4	11
	0	12	Off-St. Public Parking	0-4	12
	0		Total		0
LAND USE & ZONING					
	3	13	Non-conforming Use	0-10	13
	0	14	Mixed Uses	0-10	14
	0	15	Building Types	0-3	15
	0	16	Building Heights	0-3	16
	3	17	Set-back Line	0-5	17
	5	18	Land Coverage	0-5	18
	0	19	Vacant	0-10	19
	11		Total		8
COMMUNITY FACILITIES					
	3	20	Schools	0-2	20
	2	21	Religious Buildings	0-2	21
	3	22	Parks	0-3	22
	1	23	Recreational Facilities	0-1	23
	2	24	Civic or Welfare Bldgs	0-1	24
	12		Total		12
BUILDING CONDITIONS					
	0	25	Environmental Design	0-10	25
	8	26	Individual Design	0-10	26
	2	27	Structural Condition	0-10	27
	3	28	Painting Condition	0-10	28
	1	29	Other Bldg Elements	0-10	29
	2	30	Envrnmntl Color Harmony	0-10	30
	0	31	Abandoned Buildings	0-10	31
	16		Total		16
PROPERTY CONDITIONS					
	2	32	Landscaping Extent	0-3	32
	5	33	Landscaping Condition	0-5	33
	1	34	Walks, Paths, Roads	0-5	34
	1	35	Sanitation	0-5	35
	4	36	Private Parking	0-4	36
	13		Total		12
65			FRONTAGE TOTAL		56

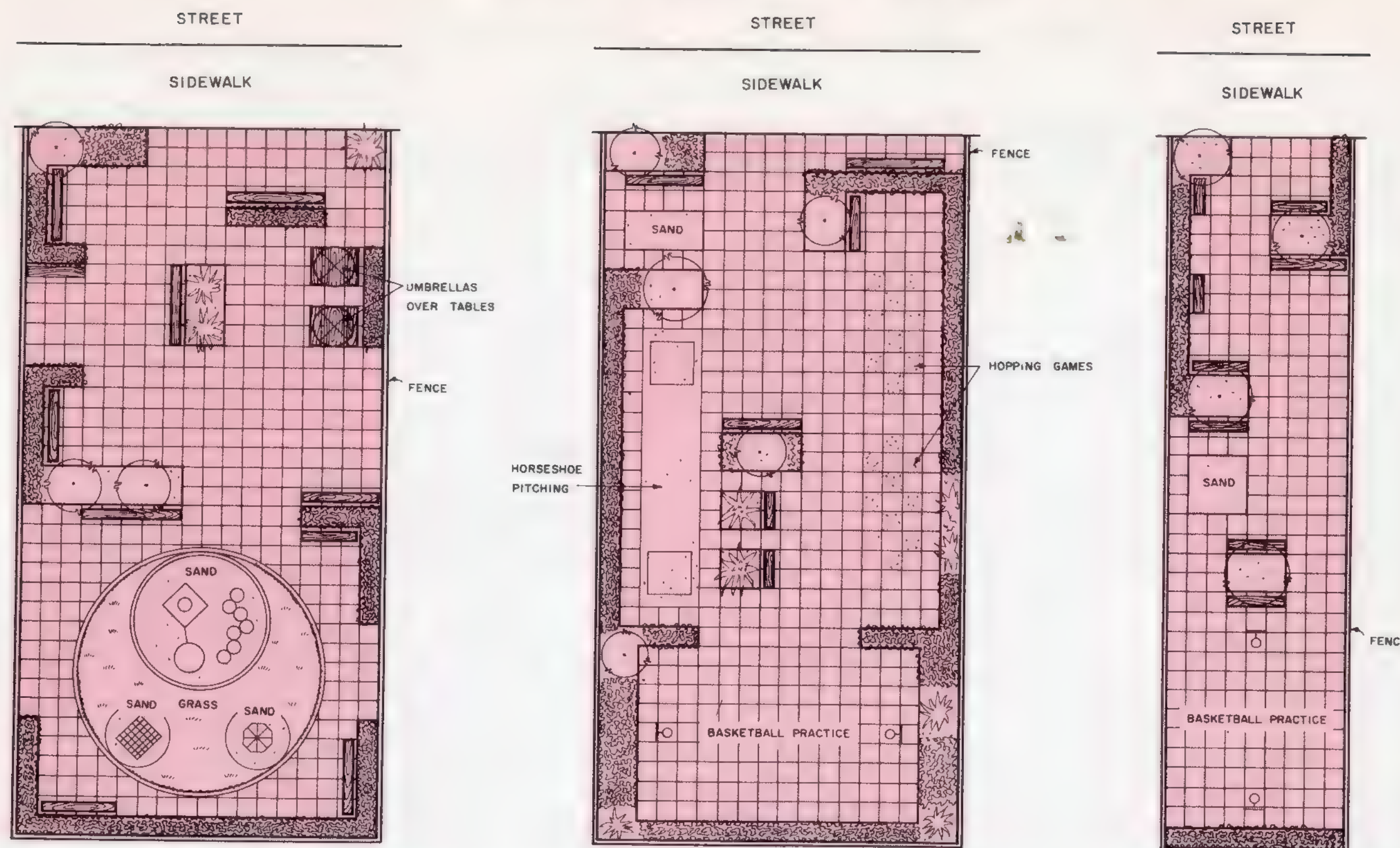
(Note: STREET SCORE is obtained by dividing Frontage Total by 36 or the number of items evaluated.)

aesthetic evaluation card

would be adequately reported upon elsewhere, their influence in the aesthetic evaluation was scored purely with relation to the visual impact. The non-conforming use, if designed and styled to conform to the architectural character of the street, need not merit a penalty score.

Several useful revisions resulted from the pilot study. In the first place, it was found necessary to define specific conditions (sometimes quantitatively) in order to achieve ease and objectivity of scoring. Each field surveyor had to familiarize himself with the Scoring Instruction Sheet for guidance. While these instructions did not eliminate the element of subjectivity in scoring the visual impressions, it kept the factor to a minimum. Secondly, it became clear that the

suggested recreational use of small vacant lots



number of items to be scored was excessive and sometimes overlapping. By combining items it was possible to reduce the total to 27. There may be room for still further consolidation, but this would have to be done by balancing the needs for ease and speed of scoring against the degree of validity which is desired.

In any event, an aesthetic survey is feasible. It is desirable as part of an urban renewal program because the first impression of a neighborhood is gained through visual perception. An aesthetic evaluation can help to focus remedial action; it can also indicate areas where standard design improvements can be most fruitfully initiated and point to the specific kinds of treatments which are necessary.

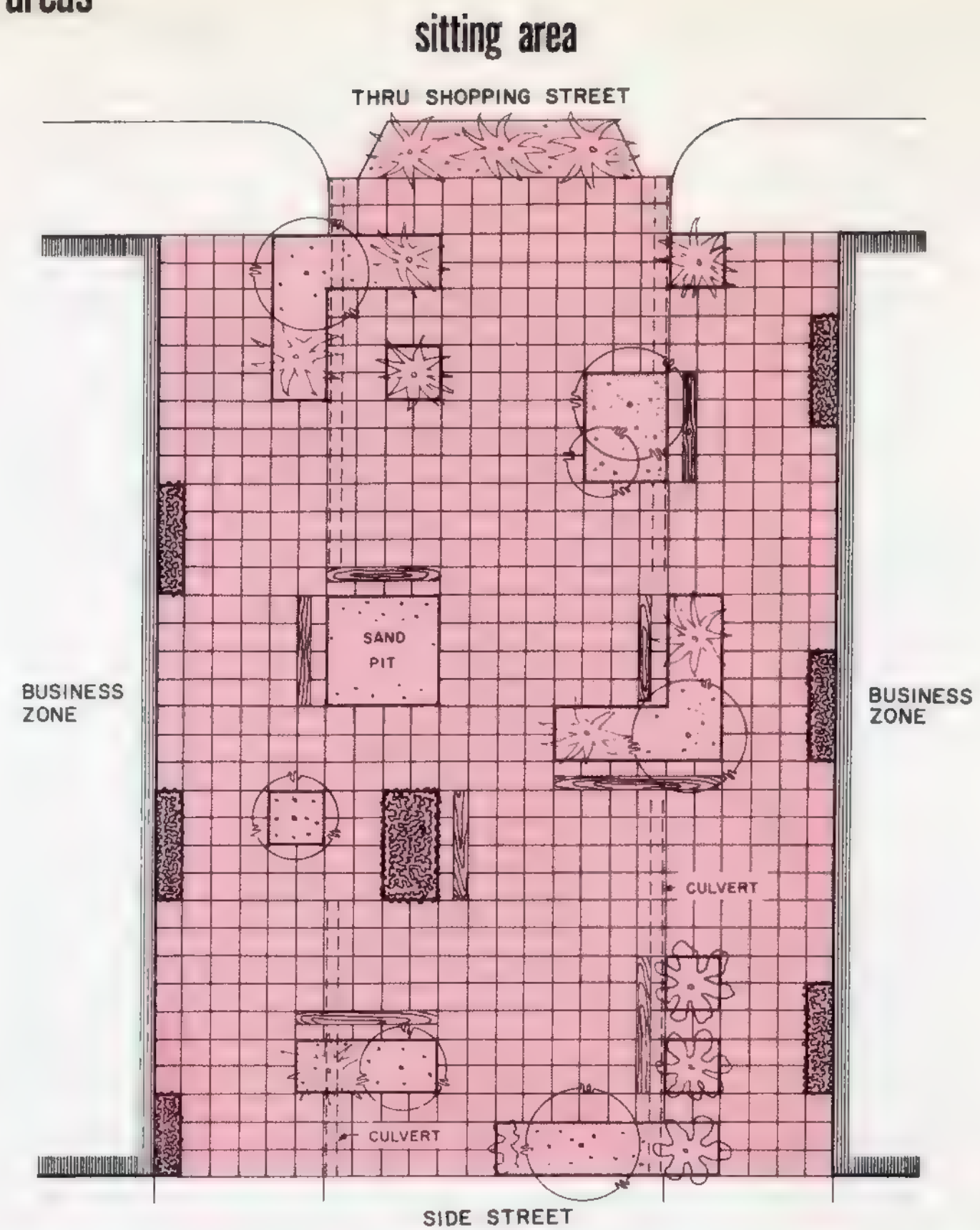
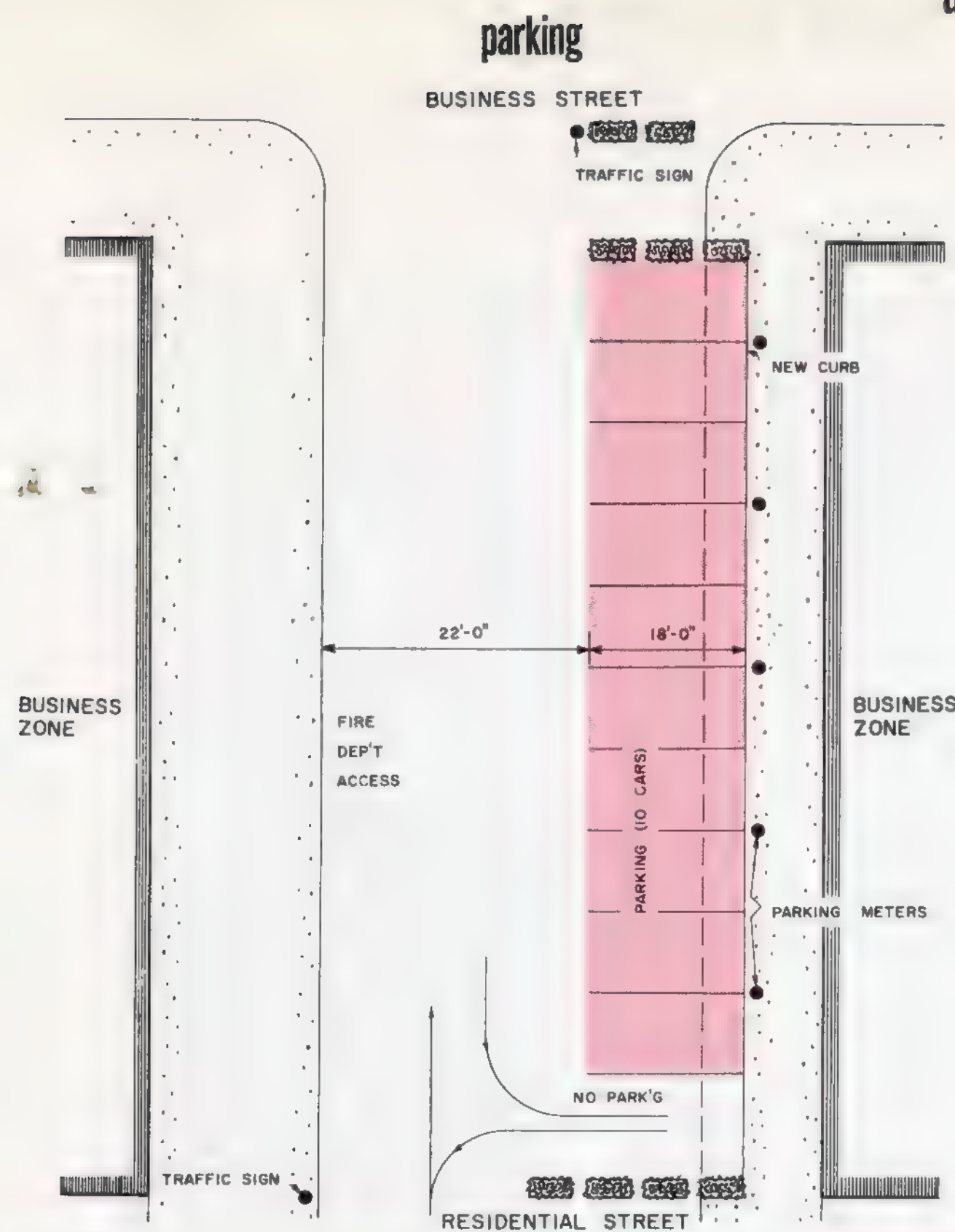
use of vacant land

Newark's parks have been described in the First Interim Report. While the larger parks contain recreational facilities which attract energetic young people or family groups, the time and transportation required to reach these areas often discourage use. The great acreages and the limited budgets, moreover, make adequate surveillance extremely difficult. (As a result of recent unpleasant occurrences, police discourage visits by mothers and young children to certain of these facilities.) What seems to be lacking are small, local recreational and play areas. The street has been adopted by young people as a challenging but dangerous substitute, and invariably their activities create conditions which tend to lower neighborhood values. Elderly people living in apartments complain of the lack of local facilities for sitting, sunning, and talking. Travel to the City's parklands is often impossible for them.

Along a number of streets, there are found vacant lots which are from 25 to 50 feet wide by 100 feet deep. Even the temporary employment of these lots for the enhancement of neighborhoods has been neglected by most communities and so, whether by design or by negligence, these lands become the illegal depository of junk and debris. The influence from these sore spots is felt throughout the area, and results in a lack of respect for property, a decrease in street cleanliness, and often provides a source of physical danger to youngsters. If only given the salutary blessing of strict sanitation enforcement, these lots can increase the visual attractiveness of the street. When further developed, at minimal cost, for the use and enjoyment of the neighborhood, these lands could accomplish simultaneously several objectives:

1. Provide a protected neighborhood recreational area for young people, *off the streets*;
2. Provide needed outdoor oases for mothers and small tots;
3. Provide needed outdoor facilities for use by elderly people who enjoy sitting, reading, and talking;
4. Increase neighborhood sociability through a commonly enjoyed facility;
5. Increase pride and enjoyment of a neighborhood, thus helping to stabilize the area and reduce the desire of the inhabitants to move.

Studies of typical vacant lots have been made in order to develop interesting and inviting areas for use by the neighborhood. Three plans of passive and mildly active recreational areas are illustrated.



These suggestions call for the land to be graded and covered with macadam or landscaped. Sand lots, benches, and tables would be installed. All simple devices, which might invite frequent use, are indicated. While awnings or umbrellas are delightful, gay additions, these could be considered only if constructed of strong materials and so fixed as not to be removable. For more active recreation, such as basketball practice and other games, back-stops and posts for nets are suggested. Fences and planting to segregate the activities from adjoining properties are advisable.

unnecessary street areas

In the course of developing neighborhood renewal or rehabilitation projects, some street areas might become unnecessary for the flow of traffic. These publicly owned areas are logical as places for the development of passive recreational facilities, or of parking areas, enhancing the desirability of neighboring shopping facilities.

Many of the devices to effect these proposals could encounter the objections of the fire department, which prefers generally to retain every means of access to every area. The sketches (page 139) illustrate two proposed developments for these closed street areas: in the parking facility, access is retained for fire vehicles; in the pedestrian-shopper resting plaza, fire vehicles would be prevented from travers-

ing. The application of these principles must be made only with familiarity of local conditions.

The parking facility is contemplated for a minor street dead-ended to prevent through traffic, from or to a main artery. Potted plants help to establish immediate recognition of "No Thoroughfare" and tend to mask the parking area.

The resting plaza would provide a welcome and pleasant oasis for shoppers as well as for the neighborhood. (Who doesn't like to sit and watch the passing parade?) European cities, both old and new, are resplendent with such plazas. This project involves changing street drainage, filling in the street to a grade equal to that of the sidewalks, establishing plant and shrub areas in interesting patterns, providing benches, other attractive street furniture, and the like. To create a maximum illusion of width, some planting areas are proposed along the walls of adjacent buildings. Low landscape lights and residential-type pole-supported lanterns could be so located as to lend a most inviting aspect to these plazas at night. In designing and landscaping such small areas, the goal should always be one of intimate contrast to the stimulating commercial activity.

While over-all plans for community renewal sometimes lose sight of the more detailed aspects of neighborhood development, this Demonstration Study attempted always to incorporate such possibilities into its framework.

APPENDIX TABLE 1

UNIFORM GUIDE FOR ESTIMATING EFFECTIVE AGE

Actual Age of Building in Years	Estimated Per Cent of Building Remodeled, Altered or Added																											
	10%				20%				30%				40%				50%				60%				75% & Above			
	Average Age of Remodeling, Alterations or Additions in Years																											
	5	15	25	35	5	15	25	35	5	15	25	35	5	15	25	35	5	15	25	35	5	15	25	35	5	15	25	35
Estimated Effective Age of Building in Years																												
10	10	..	..	..	9	..	..	..	9	..	..	..	8	..	..	..	8	..	..	..	7	..	..	..	6	..	..	..
15	14	..	..	..	13	..	..	..	12	..	..	..	11	..	..	..	10	..	..	..	9	..	..	..	7	..	..	..
20	18	19	..	..	17	19	..	..	16	19	..	..	14	18	..	..	13	18	..	..	11	17	..	..	9	16	..	..
25	23	24	..	..	21	23	..	..	19	22	..	..	17	21	..	..	15	20	..	..	13	19	..	..	10	17	..	..
30	28	29	30	..	25	27	29	..	23	26	29	..	20	24	28	..	18	23	28	..	15	21	27	..	11	19	26	..
35	32	33	34	..	29	31	33	..	26	29	32	35	23	27	31	35	20	25	30	35	17	23	29	35	12	20	27	35
40	37	38	39	40	33	35	37	29	30	33	36	39	26	30	34	38	23	28	33	38	19	25	31	37	14	21	29	36
45	41	42	43	44	37	39	41	43	33	36	39	42	29	33	37	41	25	30	35	40	21	27	33	39	15	22	30	37
50	46	47	48	49	41	43	45	47	37	40	43	46	32	36	40	44	23	33	38	43	23	29	35	41	16	24	31	39
55	50	51	52	53	45	47	49	51	40	43	46	49	35	39	43	47	30	35	40	45	25	31	37	43	17	25	32	40
60	55	56	57	58	49	51	53	55	44	47	50	53	38	42	46	50	33	38	43	48	27	33	39	45	19	26	34	41
65	59	60	61	62	53	55	57	59	47	50	53	56	41	45	49	53	35	40	45	50	29	35	41	47	20	27	35	42
70	64	65	66	67	57	59	61	63	51	54	57	60	44	48	52	56	38	43	48	53	31	37	43	49	21	29	36	43
75	68	69	70	71	61	63	65	67	54	57	60	63	47	51	55	59	40	45	50	55	33	39	45	51	22	30	37	44
80	73	74	75	76	65	67	69	71	58	61	64	67	50	54	58	62	43	48	53	58	35	41	47	53	24	31	39	46
85	77	78	79	80	69	71	73	75	61	64	67	70	53	57	61	65	45	50	55	60	37	43	49	55	25	32	40	47
90	82	83	84	85	73	75	77	79	65	68	71	74	56	60	64	68	48	53	58	63	39	45	51	57	26	34	41	49
95	86	87	88	89	77	79	81	83	68	71	74	77	59	63	67	71	50	55	60	65	41	47	53	59	27	35	42	50
100 or over	91	92	93	94	81	83	85	87	72	75	78	81	62	66	70	74	53	58	63	68	43	49	55	61	29	36	44	51

APPENDIX TABLE 2

EFFECTIVE AGE DEPRECIATION DEDUCTIONS

Effective Age In Years	Sheds	Low Cost Poor Const.	Poor- Fair	Fair- Average	Average	Good Grade	Good or Better	Superior	Effective Age In Years	Sheds	Low Cost Poor Const.	Poor- Fair	Fair- Average	Average	Good Grade	Good or Better	Superior
1	4.0%	2.5%	2.0%	1.5%	1.5%	1.0%	1.0%	.5%	21	64.0	41.5	30.0	25.5	22.0	19.5	17.0	14.5
2	7.0	4.5	3.5	2.5	2.5	2.0	2.0	1.5	22	65.0	43.0	32.0	27.0	23.0	20.5	17.5	15.0
3	11.0	7.0	4.5	3.5	3.0	2.5	2.5	2.0	23	67.0	45.0	33.5	28.0	24.5	21.5	18.5	16.0
4	16.0	9.0	6.0	4.5	4.0	3.5	3.5	3.0	24	68.5	46.5	35.0	29.5	25.5	22.5	19.0	16.5
5	20.0	11.0	7.0	5.5	4.5	4.0	4.0	3.5	25	70.0	48.0	36.5	31.0	26.5	23.5	20.0	17.0
6	22.0	13.0	8.5	6.5	5.5	5.0	5.0	4.5	26		49.5	38.0	32.5	28.0	24.5	21.0	18.0
7	27.0	15.5	10.0	8.0	6.5	6.0	5.5	5.0	27		51.0	39.5	34.0	29.0	25.5	22.0	19.0
8	30.0	17.5	11.0	9.0	8.0	7.0	6.5	6.0	28		52.0	41.0	35.0	30.5	26.0	23.0	20.0
9	34.0	20.0	12.5	10.5	9.0	8.0	7.0	7.0	29		53.5	42.0	36.5	32.0	27.0	24.0	21.0
10	37.5	22.0	14.0	11.5	10.0	9.0	8.0	7.5	30		55.0	43.5	38.0	33.0	28.0	25.0	22.0
11	41.0	24.0	15.5	13.0	11.0	10.0	9.0	8.0	35		61.0	49.0	44.0	38.5	33.5	29.0	26.0
12	44.0	25.5	17.0	14.0	12.0	10.5	9.5	9.0	40		65.0	54.0	47.5	43.0	37.0	33.0	30.0
13	47.0	27.5	18.0	15.5	13.0	11.5	10.5	9.5	45		68.0	58.0	50.5	44.5	38.5	34.5	31.5
14	50.0	29.0	19.5	16.5	14.0	12.5	11.0	10.0	50		70.0	62.5	53.0	45.5	39.5	35.5	32.5
15	52.0	31.0	21.0	18.0	15.0	13.5	12.0	10.5	55			65.0	55.0	47.0	41.0	37.0	34.0
16	54.0	33.0	22.5	19.0	16.0	14.5	13.0	11.0	60			68.0	57.0	48.0	42.0	38.0	35.0
17	56.0	34.5	24.0	20.5	17.5	15.5	13.5	12.0	65			70.0	59.0	49.5	43.5	39.5	36.5
18	58.0	36.5	25.5	21.5	18.5	16.5	14.5	12.5	70				60.5	50.5	44.5	40.5	37.5
19	60.0	38.0	27.0	23.0	20.0	17.5	15.0	13.5	75				62.0	52.0	46.0	42.0	39.0
20	62.0	40.0	28.5	24.0	21.0	18.5	16.0	14.0	80				63.0	53.0	47.0	43.0	40.0

APPENDIX TABLE 3

**OVER-IMPROVEMENT OBSOLESCENCE
DEDUCTIONS FOR ONE AND TWO FAMILY STRUCTURES**

Ratio of depreciated building value to land value							Percentage Obsolescence
Building Value	20 times greater than land value						5%
" "	25	"	"	"	"	"	10
" "	30	"	"	"	"	"	15
" "	35	"	"	"	"	"	20
" "	40	"	"	"	"	"	25
" "	45	"	"	"	"	"	30
" "	50 or more	"	"	"	"	"	35

APPENDIX TABLE 4

**OVER-IMPROVEMENT OBSOLESCENCE
DEDUCTIONS FOR LARGE ONE-FAMILY STRUCTURES**

Ground Area	Number of Stories		
	2	2½	3
1200	5%	10%	10%
1300	5	10	10
1400	10	15	15
1500	10	15	15
1600	15	20	20
1700	15	20	20
1800	20	25	25
1900	20	25	25
2000	25	30	30
2100	25	30	30
2200	25	30	35
2300	25	30	35
2400	30	35	35
2500	30	35	40
2600	30	35	40
2700	35	40	40
2800	35	40	45
2900	35	40	45
3000	40	45	45
3100	40	45	50
3200	40	45	50
3300	45	50	50
3400	45	50	50
3500 or over	50	50	50

APPENDIX TABLE 5

**UNDER-IMPROVEMENT OBSOLESCENCE DEDUCTIONS
FOR RESIDENCES, TENEMENTS, OR APARTMENT STRUCTURES**

Section A—One and Two Family Residential Structures—
(Classes 10.1 to 12.3)

Front Foot Land Value	Depreciated Value of Buildings or Buildings on Parcel				
	Up to \$3,000	\$3,001 to \$5,000	\$5,001 to \$10,000	\$10,001- \$20,000	over \$20,000
Up to \$75	0%	0%	0%	0%	0%
\$76 to 85	10	8	7	0	0
86 to 95	15	14	13	7	0
96 to 105	25	23	20	13	11
106 to 115	35	35	30	20	17
116 to 125	60	50	43	28	24
126 to 170	85	70	65	43	38
171 to 225	85	85	85	65	56
over 225	85	85	85	85	85

Section B—Tenement or Apartment Structures (up to 8 units)
(Classes 13.1 to 13.4)

Front Foot Land Value	Depreciated Value of Buildings or Buildings on Parcel				
	Up to \$5,000	\$5,001 to \$7,500	\$7,501 to \$15,000	\$15,001- \$30,000	over \$30,000
Up to \$95	0%	0%	0%	0%	0%
\$96 to 105	5	5	4	3	3
106 to 115	15	14	12	9	8
116 to 130	25	23	20	14	13
131 to 160	40	37	32	23	20
161 to 210	60	56	48	35	30
211 to 300	85	85	80	60	50
301 to 400	85	85	85	85	75
over 400	85	85	85	85	85

Note 1. Table B does not apply to tenement or apartment structures which have stores or offices on the first or ground floor level.

Note 2. Table B does not apply to tenement or apartment structures located on parcels which are as rear lots on high unit land value streets.

APPENDIX TABLE 6

**OBSOLESCENCE DEDUCTIONS FOR MULTI-FAMILY APARTMENT BUILDINGS
(4 STORIES OR LESS)—(CLASSES 14.1 TO 14.3)**

Number of Units in Building	Obsolescence Percentage
8-16	30%
17-20	25%
21-24	20%
24+	10%

APPENDIX TABLE 7

EXAMPLE OF INCOME ANALYSIS FOR A CLASS 13.3 TENEMENT OR APARTMENT BUILDING WHICH HAS AN EFFECTIVE AGE OF 23 YEARS AND IN NORMAL PHYSICAL CONDITION

Effective Gross Annual Rental (Gross rent less collection losses and vacancies)	\$13,350
Less:	
Operating Expense, before taxes and depreciation, 50%	-6,675
Net Operating Profit, before taxes and depreciation	\$ 6,675
Less:	
Return on Establish Land Value of \$10,000 5% return on Land, and 2½% tax on land	-750
Net Return applicable to Building	\$ 5,925
Capitalization Rate.... 6% return on building 2½% estimated for taxes 2½% estimated for depreciation (estimated 40 yrs. life earnings)	
Total Capitalization Rate	11%
Capitalized Value of Building (\$5,925 ÷ 11%)	\$53,860
Replacement Cost of Building (new) Class 13.3	\$95,000
Less:	
Depreciation due to age and condition (Appendix Table II, Average Condition, 25 years old 26.5% or net condition 73.5%)	-25,175
Building Replacement Cost Depreciated	\$69,825
Capitalized Value of Building (assuming market data, if any, corroborates income values)	-\$53,860
Excess of Replacement Cost Depreciated over Capitalized Value	\$15,965
Difference between Replacement Cost Depreciated and Capitalized Value represents 23% of the Replacement Cost Depreciated (15,965 ÷ 69,825 =23%) and is the indicated economic obsolescence per- centage	23%

APPENDIX TABLE 8

OBSOLESCENCE DEDUCTIONS FOR STORE BUILDINGS, MIXED STORES AND APARTMENTS, OFFICES, ETC. (CLASSES 21.1 TO 22.5)

Number of Stories Without Elevator Service	Obsolescence Percentage
3	20%
4	35%
5	50%
6	55%
7 and above	60%

APPENDIX TABLE 9

OBSOLESCENCE DEDUCTIONS FOR THEATER BUILDINGS (CLASSES 27.1 TO 27.4)

Percent Use of Theater Building	Obsolescence Percentage
Modern Theater in use	25%
Old Style Theater in use	40%
Modern Theater closed	45%
Old Style Theater closed	50%

APPENDIX TABLE 10

ECONOMIC OR FUNCTIONAL OBSOLESCENCE DEDUCTIONS FOR INDUSTRIAL BUILDINGS (CLASSES 40 AND 42)

Number of Stories	Type of Building Construction	15 years and Under Ground Area			16 to 35 Years Ground Area			Over 35 Years Ground Area		
		Up to 10000	10001- 25000	Over 25000	Up to 10000	10001- 25000	Over 25000	Up to 10000	10001- 25000	Over 25000
2	Frame	45	—	—	50	—	—	60	—	—
	Brick (Mill Type)	20	25	30	40	50	55	45	55	60
	Fireproof (Steel or conc.)	10	15	20	20	25	30	25	30	65
3	Frame	55	—	—	60	—	—	65	—	—
	Brick (Mill Type)	25	35	40	50	60	65	55	65	70
	Fireproof (Steel or Conc.)	15	20	25	25	30	35	30	35	40
4	Frame	65	—	—	70	—	—	75	—	—
	Brick (Mill Type)	40	50	55	55	65	70	60	70	75
	Fireproof (Steel or Conc.)	15	20	25	25	30	35	30	35	40
5	Frame	—	—	—	—	—	—	—	—	—
	Brick (Mill Type)	45	55	60	60	70	75	65	75	80
	Fireproof (Steel or Conc.)	20	25	30	30	35	40	35	40	45
6	Frame	—	—	—	—	—	—	—	—	—
	Brick (Mill Type)	—	—	—	—	—	—	—	—	—
	Fireproof (Steel or Conc.)	20	25	30	30	35	40	35	40	45
Over 6	Fireproof	25	30	35	35	40	45	40	45	50

Note: One story industrial buildings should be given functional obsolescence only when evidence is available that the building is functionally obsolete and incapable of being converted from existing use. This type of obsolescence will be indicated during the final review operation. Generally, one story buildings (1 series) with excessive heights will be given obsolescence: 5%, 16'—18'; 10%, 19'—24'; 15% over 24'.

APPENDIX TABLE 11

OBSOLESCENCE DEDUCTIONS FOR OFFICE BUILDINGS ABOVE FOUR STORIES
(CLASSES 25.1 TO 25.4)

Office Building Class	Obsolescence Percentage
Class A	20-30%
Class B	30-40%
Class C	40-50%
Class D	50-60%
Class E	65% Maximum

Note: Institutional buildings and buildings which are at least 75 per cent owner-occupied are not included in the above obsolescence standards. Buildings in this category are treated individually.

APPENDIX TABLE 12

OBSOLESCENCE DEDUCTIONS FOR
MIXED STORES AND OFFICES IN DOWNTOWN AREAS
(Classes 22.1 to 22.5 and 25.1 to 25.2)

Actual Building Story Height	Percentage Obsolescence							
	Effective Building Height in Stories							
	1	2	3	4	5	6	7	8
1	0							
2	28%							
3	54	25%						
4	57	40	20%					
5	75	55	37	18%				
6	80	64	48	32	16%			
7	82	67	54	40	27	13%		
8	85	72	60	48	36	24	12%	

APPENDIX TABLE 13

BUILDING AND LAND CLASSIFICATION CATEGORIES

Vacant00.00-
02.01-vacant—private
vacant—publicResidential10.00-10.09
10.10-
11.00-11.03
12.00-12.03
13.00-13.04
14.00-14.03
14.04-14.06
15.00-15.03
16.00-16.03
17.01-one family
mansions
semi-detached
attached
2-6 family
multi-family
elevator apartment
tourist courts
accessory garages
public housingCommercial20.00-21.02
24.01-24.05
25.01-25.04
26.01-26.04
27.01-27.07
28.01-28.03
29.01-29.04stores
hotels
office buildings
bank buildings
theaters
gas stations
commercial garagesMixed22.01-22.05 (with dwelling units)
22.01-22.05 (without dwelling units)mixed residential-commercial
mixed otherPublic & Semi-Public30.01-30.02
30.03-
30.04-
31.02-
31.03-
32.01-
33.01-
34.01-
36.01-
36.02-clubs & lodges
country clubs
stadiums
hospitals-private
hospitals-public
charitable institutions
religious institutions
governmental institutions
schools—public
schools—privateIndustrial40.00-40.03
41.01-42.01
42.02-43.01
44.01-
45.01-
47.01-warehouses
light industrial
heavy industrial
industrial—single purpose
greenhouses
piers, wharves, piling, etc.Agricultural

51.02-51.03

agricultural

Improved open space60.01-
62.01-parks
cemeteries

STUDY STAFF*

DEPARTMENT OF ADMINISTRATION

George H. F. Oberlander, Planning Officer

CENTRAL PLANNING BOARD STAFF

Abe Gottlieb, Principal Planner

George M. Beaton, Senior Planner (until October 1960)

John F. Boehmer, Junior Planner

Edwin S. Botwin, Associate Planner (until August 1959)

Robert L. Bowser, Junior Planner (until April 1960)

Philip C. Froeder, Associate Planner

Donald W. Geyer, Junior Planner (until September 1960)

William L. Hall, Junior Planner (until April 1959)

Karl A. Hekler, Junior Planner

Arthur M. Johnson, Junior Planner

H. L. P. Kealy, Senior Planner and Supervisor of Graphics and Editing

Mario P. DiMarco, Draftsman-Delineator

Philip J. Parelli, Junior Planner

Daniel F. Pawlikowski, Senior Planner

David Popenoe, Senior Planner (until July 1959)

Bernard Schure, Associate Planner

Herman Sirlin, Senior Planner

Summer Assistants

Paul F. Noll

Eugene Sagadencky

Alan Schuman

Philip L. Tallon

Robert Tennenbaum

Ira H. Winarsky

NEWARK COMMISSION FOR NEIGHBORHOOD CONSERVATION AND REHABILITATION

Dorothy H. Cronheim, Director

James F. King, Assistant Director

DEPARTMENT OF FINANCE

Nathan A. Rabinowitz, Acting City Comptroller

TECHNICAL CONSULTANTS

William L. Brach—Legal

Charles M. Katz—Accounting

Herman C. Litwack—Architectural

Sol Mann—Report Design

Louis R. Zocca—Editorial

*of 9 months or more duration

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